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ABSTRACT

Summarizing results of a study of the educational programme developed by the United Nations Relief and Works Agency (UNRWA) for Palestine Refugees in the Near East in cooperation with Unesco, the document's specific focus is on aspects of the UNRWA/Unesco programme of interest to others concerned with refugee education. Chapters 1 and 2 provide basic background information and describe the UNRWA/Unesco Educational System. Chapter 3 reviews the programme's development and outlines basic prerequisites for initiation of broad-based educational programmes in emergency camp environments. Chapter 4 is concerned with a discussion of educational planning and decentralization of the planning process. Chapter 5 includes qualitative aspects of school education, basic statistical information, and emphasizes the coherency between school education, in-service teacher training, and supervision. Chapter 6 examines the structure of the supervisory system and focuses on the importance of maintaining such a system, providing guidance to teachers, and assessing teaching performance. Chapter 7 reviews the development of the in-service teacher-training programme and deals with components of its approach to teacher training, with a view to the possibility of applying these components in training programmes in other settings. Chapter 8 presents a summary, conclusions, and general recommendations. (Author/AN)

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THE UNRWA/UNESCO EXPERIENCE IN REFUGEE EDUCATION

A Report Submitted to
the Danish International Development Agency

Knud Mortensen and K. D. Wagner

November 1980
University of Copenhagen
Institute of Education

PREFACE

This report deals with the extremely complex problem of providing large-scale educational programmes for refugees who live in camps or camp-like settings. Within this broad context the report is concerned mainly with ways of providing and improving school education for refugee children, and training for their teachers.

The educational programmes established and conducted jointly by United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in co-operation with Unesco go back farther and are of a wider scope than any other educational programmes for refugees. We therefore expected that a research into the UNRWA/Unesco programme would reveal many useful lessons on possible ways of educating refugees.

The research has been focused upon those educational techniques, developed by UNRWA and Unesco, which might usefully be transferred to other settings. (Some serious limitations of this concept are discussed in the Introduction to the report).

A proposal to conduct a research along the lines suggested above was submitted to the Danish International Development Agency (Danida) of the Ministry of Foreign Affairs and UNRWA. The project was carried out during the period 1 February to 31 October 1980. We wish to express our gratitude to Danida for financially supporting the project, and to UNRWA for granting the authorization to undertake research into the education of refugees in its installations.

Numerous educators and administrators of the UNRWA/Unesco educational operation generously co-operated in the conduct of the field research. We are especially grateful to Dr. Husni Feridun, Director of the UNRWA/Unesco Department of Education, Mr. John Clark, Senior Programme Officer (especially for providing invaluable historical documentation), Mr. H. Kazimi, Supervisor, Education Department, HQ Amman, Ms. A. Alami, Chief, School Education and Teaching Methods Division, Mr. A.M. Nashef, Chief Teacher and Higher Education Division, Mr. M. Khalifeh, Field Education Officer, S.A.R., Mr. I. Maslamani, Field Education Officer, Jordan, Mr. Musa, Assistant Field Education Officer, West Bank, and Mr. B. Quffa, Field Education Officer, Gaza. We also thank the UNRWA Field Directors of Jordan, S.A.R., Jordan West Bank and Gaza for granting permissions to undertake research within their Fields (Lebanon was not included in the field research programme due to disturbances in that Field).

Responsibility for the research project is equally shared by the undersigned. We personally wish to thank the secretaries Lone Dahl and Britt Løtvedt for all their help.

University of Copenhagen
Institute of Education
November 1980

Knud Mortensen
K.D. Wagner

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CONTENTS

PREFACE i

LISTS OF TABLES AND FIGURES vii

INTRODUCTION 1

CHAPTER 1
BACKGROUND INFORMATION 4

- UNRWA 4
- General Policy-making 4
- Headquarters 5
- Five Fields of Operation 5
- The Refugee Population 5
- Age Structure of the Refugee Population 5
- The Camps 6

CHAPTER 2
THE UNRWA/UNESCO EDUCATIONAL SYSTEM 8

- Why UNRWA Established a Separate Educational System 10
- The Unesco Experts 10
- Overall Cost of the Educational Programme 12
- Administration Structure of the Educational System 13
- The Divisions, University Scholarships and Placement 14
- Educational Development Centres (EDCs) 16
- Educational Administration Structure at Field and Area Levels 17
- Placement of VTC and TTC Graduates 20
- The Splitting up of Headquarters 20
- How Comparable is the UNRWA/Unesco Educational System to a National System? 21
- Appendix: Examples of Vocational/Technical (Professional) Courses 23

CHAPTER 3
DEVELOPMENT OF THE EDUCATIONAL PROGRAMME 24

- School Education in Palestine 24
- Vocational Training 25
- School Education 27
- University Education 31
- Teacher Training 31
- Overview of the UNRWA/Unesco Educational Programme 31
- Lack of Special Programmes 32
- Education and Further Training of Girls 33
- Educational Change: The Problems of Co-education and Equalization of Educational Opportunity 34

CHAPTER 4
A NEW APPROACH TO EDUCATIONAL PLANNING 37

A New Development: Co-ordinated Biennial Work-Plans 37
Some Considerations related to Implementation 39
The Need for Planning 40
Appendix: Excerpts from "Guidelines for the Preparation of Biennial Work-Plans" 41

CHAPTER 5
SCHOOL EDUCATION 44

STATISTICS AND BACKGROUND INFORMATION 45
Distribution of Schools and Pupils and Overall Enrolment Statistics 45
Elementary School 47
Preparatory (Lower Secondary) School 48
Secondary School (Upper Secondary Academic) 49
The UNRWA/Unesco School Teachers 50
School Enrolment of Girls 52
Drop-out 53
Promotion and Repetition 56
Weekly Timetables 58
Emphases, Motivations and Aspirations in Education 60
Objectives 61
Textbooks 63
A Financial Problem: The School Construction Programme 65
Financial Crisis and its Impact on School Education 66

THE PHYSICAL FRAME: THE TEACHING/LEARNING ENVIRONMENT 67
The School Buildings 67
Appearance and Maintenance 68
The Lack of Schoolrooms for Special Purposes 70

TEACHING METHODS 71
Lesson Planning 73
The Teaching of Non-academic Subjects 76
Discipline 76
Homework 77
The Relevancy of the Requirements for Lesson Planning and Formulation of Behavioural Objectives 78
The Problem of Giving Professional Guidance 79

PARENTAL PARTICIPATION 80
Voluntary Money Contributions 80
Parents' Participation and Co-operation with the Schools 80

CHAPTER 6
THE SUPERVISORY SYSTEM OF THE UNRWA/UNESCO DEPARTMENT OF EDUCATION 83

Elementary School Supervisors 83
School/Subject Supervisors 84
Field Representatives 84
Assessment of Teaching Performance 85
Assessing the Need for Further Training 85
The Importance of Supervision 86
Further Training of Supervisory Staff 87
The Role of Head Teachers 87
Appendices: Job Descriptions for
  A. Elementary School Supervisor 89
  B. School (Subject) Supervisor 91
  C. Field Representative 93

CHAPTER 7
THE UNRWA/UNESCO INSTITUTE OF EDUCATION: IN-SERVICE TEACHER TRAINING....................... 96

HISTORY 99
Teacher Training, 1950-1964 99
Foundation of the UNRWA/Unesco Institute of Education 101
Different Types of Courses 105
The Model Design for In-service Courses 106

THE INTEGRATED MULTI-MEDIA APPROACH TO IN-SERVICE TEACHER TRAINING: THE METHODOLOGY DEVELOPED BY THE INSTITUTE OF EDUCATION 109
Reasons for Using Correspondence Methods 110

DESCRIPTION OF THE INSTITUTE's MULTI-MEDIA APPROACH 110
INDIRECT METHODS 112
The Printed Materials: The Self-study Work Assignment 113
Contents of an Assignment 113
Distribution 114
Production: Writing and Printing of Instructional Materials 115
Recommendations for Keeping Production and Distribution Costs Low 116
Other Printed Materials: Reference and Educational Journal 117
Audio-visual Media 118
Local Production of Simple Media 119

DIRECT METHODS 119
Seminars 119
Practice Teaching 120
Action Research 121
Summer Vacation Courses 121
Certification of Trainees 122

PLANNING OF IN-SERVICE TEACHER-TRAINING COURSES 122

EXTENSION SERVICES 123

CHAPTER 8
RECAPITULATION, CONCLUSIONS AND RECOMMENDATIONS.................................... 127

LIST OF TABLES AND FIGURES

Table

1 Distribution of Pupils by Grades, Arab Public Schools, Palestine, 1944 and 1945 25

2 UNRWA/Unesco Elementary School Education, Comparative Enrolment Statistics, Distributed by Sex, 1950-51 through 1978-79 35

3 UNRWA/Unesco Preparatory School Education, Comparative Enrolment Statistics, Distributed by Sex, 1950-51 through 1978-79 36

4 Percentage Increase in the Elementary School Population 1974-75 through 1978-79 47

5 Percentage Increase in the Preparatory School Population 1974-75 through 1978-79 49

6 Percentage Increase in Secondary School Population 1974-75 through 1978-79 50

7 Comparative Enrolment Statistics of Girl Pupils in UNRWA/Unesco Schools 1950-51 through 1977-78 52

8 Drop-out Pupils, Distributed by Grade and Sex, between October 1978 and May 1979. Elementary Cycle 54

9 Drop-outs between October 1978 and May 1979. Preparatory Cycle 55

10 Repeaters, Distributed by Grade and Sex. Elementary and Preparatory Cycles. All Fields of Operation. 1978/79 57

11 Comparative Period Allocation per School Subject per Week in 4th Elementary Grade in Jordan, S.A.R. and Gaza Fields, October 1980 58

12 Comparative Period Allocation per School Subject per Week in 2nd Preparatory Grade in Jordan, S.A.R. and Gaza Fields, October 1980 59

13 In-service Teacher Training for UNRWA/Unesco Teaching Personnel. Comparative Enrolment Figures from 1964/65 to 1977/78 107

Figure

1 UNRWA's Headquarters organization 7

2 Organization of UNRWA Field Office 7

3 The UNRWA/Unesco educational structure, 1978/79 9

4 The budgetary distributions of UNRWA's major expenditures 12

5 Organization of the UNRWA/Unesco Department of Education, Vienna/Amman 13

6 UNRWA/Unesco Department of Education at Field Level 18

7 UNRWA/Unesco Department of Education at Area Level 19

8 Distributions of Schools 45

9 Distributions of Pupils 45

10 Distribution of UNRWA/Unesco Schools and Pupils in Arab Host Countries (map) 46

11 Organization of the UNRWA/Unesco Institute of Education, 1975 98

12 The Multi-media Approach 112

INTRODUCTION

The overall purpose of this report has been to summarize the results of a research into the educational programme developed by United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) in cooperation with Unesco. The specific focus has been upon educational innovations and other aspects of the UNRWA/Unesco educational programme which presumably would be of interest to others concerned with refugee education. Thus, the report is addressed to governmental and non-governmental agencies and institutions, planners and other practitioners concerned with planning and implementation of large-scale educational programmes for refugees who live in camps.

The report has been prepared in line with the operational objective which was originally set forth for the research project. This objective has been two-fold: (a) to analyse the UNRWA/Unesco Educational System, and (b) to focus on those educational techniques, especially in the field of intensive in-service teacher training, which may usefully be applied in other situations in which there is a demand for large-scale education of refugees, or in situations of a similar urgency.

The central chapters of the report focus on the coherency between universal school education[x] for refugee children, school supervision and in-service (on-the-job) training of un- or underqualified teachers.

The UNRWA/Unesco Department of Education has, during its 30 years of existence, gained extended experience in many different aspects of refugee education. The Department has been especially innovative in the field of intensive in-service training of teachers. The analysis of these experiences may therefore warrant the concept of applying some of the educational techniques developed by the UNRWA/Unesco Department of Education, notably in the field of in-service teacher training, in other refugee settings.

However, the concept of transfer of specific educational techniques should be accepted only with caution. We do not believe that specific materials, methods and study contents, developed in the UNRWA/Unesco context can or should be applied directly in other refugee situations. Hence, it is emphasized that only techniques and logistics might be transferable, provided the proper modifications are made to adapt these techniques and logistics to the circumstances of the other settings.

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x) The UNRWA/Unesco school education programme comprises universal elementary and lower secondary (preparatory) school education.

Perhaps the concept of transfer of educational techniques can serve no other purpose than being a source of inspiration for the development of new educational programmes. Thus, after having been "transferred", the resulting new educational techniques may have only limited or no apparent relationship to the original techniques.

This report is based on the data which were collected through the study of published and unpublished documentary materials and direct field research. The major part of the documentary materials is comprised of unpublished inter-office memoranda, statistics and various reports. A list of the basic documentary materials is provided at the end of this report.

The field research programme was conducted within the period March-June 1980 and included the following two periods of travel: a visit of two weeks' duration to the UNRWA/Unesco Department of Education at Headquarters level in Vienna, and travels in UNRWA's Area of Operation in the Middle East. x) This research period was of six weeks' duration. The field research programme was conducted in accordance with a detailed check-list of items to be covered which we prepared prior to the visit to UNRWA's Headquarters. Following this visit, the check-list was modified in the light of our discussions with educators and administrative staff attached to Headquarters. The check-list formed the basis for structured interviews with educators and administrators. In addition to these interviews, the field research included numerous classroom observations and informal discussions with teachers, head teachers and supervisory staff. (Many teachers and head teachers are able to express themselves freely in English. In some instances, the supervisors acted as interpreters).

In August 1980, the concept of applying the techniques of intensive in-service teacher training in other refugee settings was discussed with educators and policy-makers at the Office of the High Commissioner for Refugees (UNHCR) in Geneva. As a result of these discussions we submitted a proposal, based on the UNRWA/Unesco study, to UNHCR for the establishment of an intensive in-service teacher-training programme for refugee teachers in Somalia.

In preparing this report we have endeavoured to follow an evaluative approach emphasizing the qualitative aspects of the UNRWA/Unesco experience. Some of the results presented in the report are therefore subjective interpretations of the empirical basis for the report. Thus, these results may be subject to criticism. (Reactions to the report will, of course, be highly appreciated by the authors).

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x) Lebanon was not included due to disturbances in this Field.

Pre-service (college) teacher training and vocational training programmes provided by the UNRWA/Unesco educational system for refugee youth are only incidentally discussed in the report. One reason for this is that we did not consider these programmes directly in line with the purpose of this research. At the request of Danida, however, the subject of UNRWA/Unesco's provision for individual vocational training for youth was studied in depth at the two UNRWA/Unesco teacher/vocational training centres at Ramallah in the Jordan West Bank. A special report (in Danish) on this case study was submitted to Danida in June 1980. (An English version of this report will be made available later).

The plan of the present report is as follows:

Chapter 1 provides the basic background information.
Chapter 2 describes the UNRWA/Unesco Educational System.
Chapter 3 briefly reviews the development of the UNRWA/Unesco educational programmes and outlines some basic prerequisites for the initiation of broad-based educational programmes in emergency camp environments. Another section of this chapter deals with the education of girls.
Chapter 4 is concerned with a general discussion of educational planning and the issue of decentralization of the planning process.
Chapter 5 provides some basic statistical information related to school education. The major part of this chapter deals, however, with the qualitative aspects of school education. The coherency between school education, in-service teacher training and supervision is emphasized in several sections of this chapter.
Chapter 6 examines the structure of the UNRWA/Unesco supervisory system and focuses on the importance of maintaining such a system, the problems of providing guidance to serving teachers, and assessment of teaching performance.
Chapter 7 presents a review of the development of the UNRWA/Unesco in-service teacher-training programme and deals in detail with the various components of its approach to teacher training, particularly with a view to the possibility of applying these components, or techniques, in training programmes in other settings.
Chapter 8 recapitulates the preceding chapters and makes a series of conclusions and general recommendations. (Many conclusions and suggestions of a more specific nature can be found in the preceding chapters).

CHAPTER 1

BACKGROUND INFORMATION

It is assumed that the reader of this report is familiar with the political and historic dimensions of the Palestine refugee problem. We shall therefore refrain from any lengthy analysis of this problem, but refer to a few essential pieces of background information.

UNRWA

The United Nations Relief and Works Agency for Palestine Refugees in the Near East is an organ of the United Nations General Assembly. It was established in 195o x) to provide relief to Palestine refugees, who, since the 1948 Arab-Israeli war, had taken shelter in neighbouring Arab countries ("host countries"). The Agency continues to provide various services to the Palestinian refugee community.

UNRWA is directed by a Commissioner-General who is appointed by the UN Secretary-General and is directly responsible to the General Assembly.

The main function of UNRWA is to provide basic services of relief (rations, shelter and welfare), health and education to the Palestinian refugees.

UNRWA relies on voluntary financial contributions from various national governments and non-governmental organizations.

General Policy-Making

Decisions concerning matters of general policy are taken by the "Cabinet" which is an organ consisting of UNRWA's top officials, including the Comptroller of UNRWA, Directors of Departments and Chiefs of Divisions.

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x) The predecessor of UNRWA, United Nations Relief for Palestine Refugees (UNRPR), was created by the United Nations General Assembly under Resolution 3o2 (IV) of 8 December 1949. This resolution was a result of the Report of the United Nations Economic Survey Mission (the "Clapp Mission") for the Middle East. UNRWA took over from UNRPR by 1st May, 195o.

Headquarters

Because of the civil war and the continuous disturbances in Lebanon, UNRWA has now moved its headquarters out of Beirut and established two headquarters in Vienna and Amman. The Commissioner-General of UNRWA and most of the administration staff are stationed at Vienna Headquarters together with the Director of Education and some administration staff members of the Department of Education. (Figure 1 page 7 shows the pattern of UNRWA's administrative structure).

Five Fields of Operation

Today UNRWA operates in five Fields: Jordan East Bank, Jordan West Bank (W.B.), the[x)] Syrian Arab Republic (S.A.R.), Lebanon and the Gaza Strip.

The pattern of UNRWA's administrative structure at its headquarters in Vienna and Amman is repeated in each host country or "Field of Operation" (figure 2).

Each Field of Operation is divided into Areas administered through Area Offices.

The Refugee Population

In 195o, when UNRWA started its operations, there were approximately 96o,ooo Palestine refugees registered with the Agency. Today there are more than 1,8oo,ooo registered refugees. Approximately 6oo,ooo of these refugees live in camps.

Age Structure of the Refugee Population

A striking feature of the Palestine refugee population is its age structure which is marked by a high proportion of children and youth. The age group below 2o years of age amounts to well over 5o per cent (which is not unusual in the Arab world). With another large proportion of the total population in the working age group, the proportion of old people is very small. Thus, the age pyramid of the refugee population has a very wide base narrowing rapidly towards its top. There is no immediate indication that this trend will be altered. The high percentage of children and youth within the refugee camp community is likely to continue.

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x) Since 1967, Jordan has been divided into two Fields of UNRWA Operation. Prior to 1967 the Gaza Strip was administered by the UAR under the terms of the Egyptian-Israeli Armistice Agreement of 1949.

This high proportion of children and youth in the structure of the refugee population, has important implications for educational demands and for the supply and demand of resources.

The Camps

In principle, UNRWA operates two different types of refugee camps: the established camp (established in 1948), and the emergency camp (although established in 1967, these camps are still labelled "emergency").

The established camp typically consists of small concrete houses or mud-brick huts. Some of these camps are located in rural districts, others on the outskirts of towns or cities, and others again within the city or town limits. Often the camp cannot be clearly distinguished from the town or city in which it is located.

The emergency camp (e.g. in Jordan) is clearly distinguishable from the surroundings. It typically consists of rows of one-room prefabricated shelters made of corrugated sheets of asbestos. Some of these "permanent emergency camps" are very large, the largest being Baqaa in Jordan East Bank with 58,043 registered refugees (1978). x)

Most camps have, either within their boundaries or on the outskirts, a number of schools serving the camp community.

The camps are differently administered, and permission for access for visitors to the camps varies among the five Fields of Operation. In S.A.R., for example, permission to enter the camps must be obtained beforehand from the government office concerned with the refugee population, whereas in Jordan, camps are directly accessible without any prior permission.

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x) All camps have, of course, at one time been tented emergency camps.

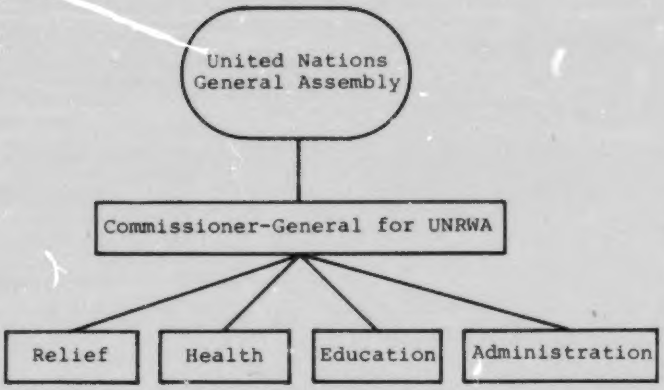
United Nations General Assembly
Commissioner-General for UNRWA
Relief
Health
Education
Administration

Figure I UNRWA's Headquarters organization, Vienna/Amman.

Relief, Health and Education are basic services for the refugees.
Administration comprises: Administration Services for Relief, Health and Education, Finance, Legal matters, Personnel, Public Information and Contributions, Supply, and a Technical section.

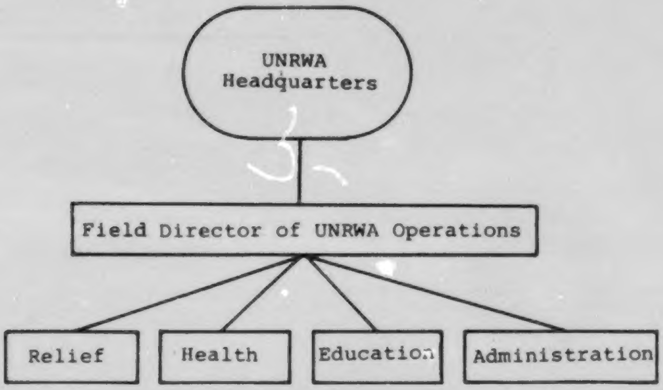
UNRWA Headquarters
Field Director of UNRWA Operations
Relief
Health
Education
Administration

Figure 2 Organization of UNRWA Field Offices.

CHAPTER 2

THE UNRWA/UNESCO EDUCATIONAL SYSTEM

Since August 195o Unesco has co-operated with UNRWA to provide educational guidance to the operation of the Agency's educational programme. In line with this programme of co-operation between UNRWA and Unesco, UNRWA administers and finances the programme, but the technical or professional aspects are the responsibility of Unesco. The Director of UNRWA's Department of Education and a varying number of international education experts are on loan from Unesco to UNRWA. The general understanding between UNRWA and Unesco was formalized in a written agreement in 1951. Since then the UNRWA-Unesco agreement has been renewed every two years with only minor changes in the original text. (Hence UNRWA's educational programme is usually referred to as the UNRWA/Unesco educational programme or system).

The UNRWA/Unesco educational system provides educational services to refugee communities on four levels: elementary and preparatory (lower secondary) school education, vocational and technical training, pre-service teacher training (at teacher-training colleges), and in-service training of practising teachers.x) In addition, UNRWA subsidizes refugee children eligible for upper secondary education at government or private schools in the five Fields of Operation. At the higher education level, UNRWA awards a limited number of university scholarships to "outstanding" students, eligible for study at Middle East Universities.xx) The UNRWA/Unesco educational structure is shown in figure 3 on the following page.

In each Field of Operation, the UNRWA/Unesco school education system has adopted the curricula prescribed by governments of the host countries. While the policy of adopting the local curricula is in principle laid down by the host countries (the Agency does not have a free choice of curricula and textbooks, but must accomodate its school education to the host countries') and may have serious educational limitations, it has none the less its advantages, since it enables the

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x) The in-service teacher-training programme was originally developed (in 1964) for the purpose of training UNRWA's many un- or underqualified but practising teachers.

xx) The UNRWA/Unesco educational system does not directly comprise upper secondary and university education.

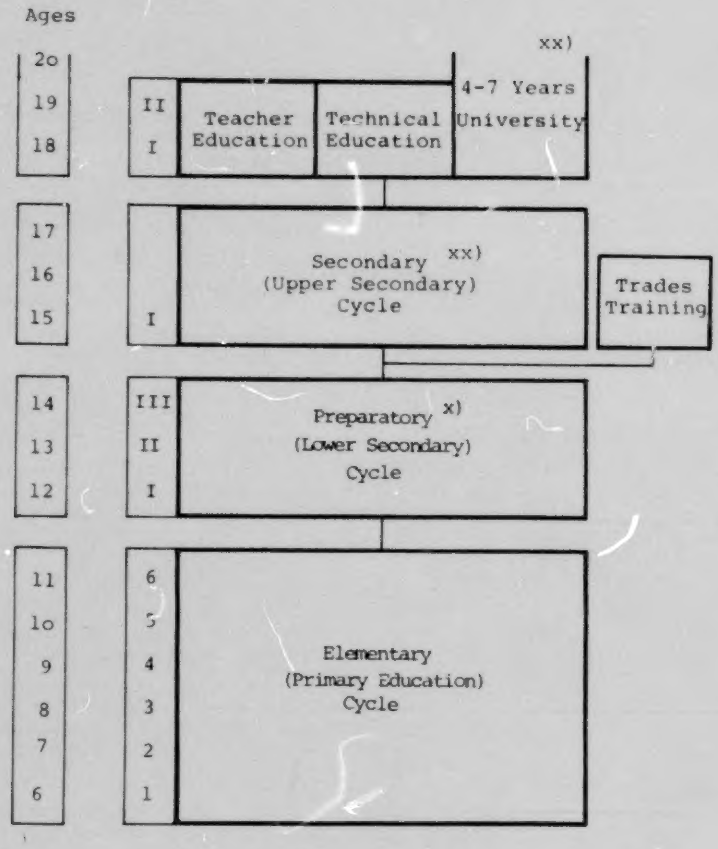
Ages
20
19
18
II
I
Teacher Education
Technical Education
xx)
4-7 Years
University
17
16
15
I
Secondary xx)
(Upper Secondary)
Cycle
Trades Training
14
13
12
III
II
I
Preparatory x)
(Lower Secondary)
Cycle
11
10
9
8
7
6
6
5
4
3
2
1
Elementary
(Primary Education)
Cycle

Figure 3 The UNRWA/Unesco educational structure 1978/79.

x) In Lebanon the Preparatory Cycle comprises four years of General Education.

xx) UNRWA does not operate upper secondary schools or universities, but it provides under certain conditions assistance in the form of subsidies, allowances and scholarships to eligible students.

Source: UNRWA/Unesco Department of Education, 1980.

refugee youth to further their education in secondary schools and universities and to sit for state examinations in the host countries where they live.

The above observation applies not necessarily to Palestinians only, but may apply also to many other refugee situations elsewhere in the world. In such situations the question before the planners of refugee education is, therefore, not whether they will accomodate their planning to the host country's educational policy, but how they will do so. Other sections of this report will address this issue in more depth.

Why UNRWA Established a Separate Educational System

UNRWA, in co-operation with Unesco, runs its own educational system parallel to the school systems in the host countries.

The reason why UNRWA established its own educational system is simple enough: In 1948 when the Palestine refugees took shelter in the Arab countries that became "hosts" for the refugees, these countries were in the process of building up their own educational systems, which, at that time, could hardly cope with the respective national demands for the formal education of children. Consequently, there was no space in the schools for the sudden arrival of thousands of additional school age children.

Another, more indirect reason for the desire to establish a separate educational system for refugee children and youth was the possibility (although limited) of creating a unified Palestinian educational system for the refugees, despite the fact that they were dispersed over a vast area, and even divided by international borders. Although this possibility from the beginning was seriously curtailed because of the policy prescribed for UNRWA by the governments of the various host countries to adopt their curricula and textbooks, the Agency has nevertheless managed to create a system of refugee education that in some respects is comparable to a "single unified national" system.

The Unesco Experts

Reference has already been made to international Unesco experts' appointment to UNRWA's educational programme. It is, however, at this point appropriate to briefly consider the Unesco experts' contribution to and participation in the educational programme.

The emphasis of the Unesco contribution has been on technical (professional) guidance and direction of UNRWA's educational programme. This guidance and direction has been provided mainly by the Director of Education, the Chiefs of Divisions (see fig. 5) and a team of educational experts appointed in their area of subject specialization.

The recommendations of the Unesco experts on educational matters have been of fundamental importance in the development of UNRWA/Unesco's educational programme. Many of the innovative steps in the development of the educational programme can be traced back to the Unesco expert staff. Examples of this are various expansions of the vocational and teacher-training programmes, the principle of providing six years of elementary education for all refugee children, and the expansion (as from 196o) towards a nine-years school education programme including both elementary and preparatory schooling. The establishment of the UNRWA/Unesco Institute of Education and the experimental work carried out in connection with the Institute's programme for in-service teacher training is another tangible example of the impact of the educational expertise made available to UNRWA by Unesco (see chapter 7).

Unesco experts are, in the UNRWA context, functioning as executors, supervisors and consultants. Normally Unesco experts are provided as advisers or consultants on short-term appointments to governments and institutions, but the experts attached to UNRWA's educational programme are in many instances on long-term (or permanent) appointments to the Agency (e.g. the Director of Education and some of the Chiefs of Divisions).

Unesco experts are appointed in various subject areas within teacher and vocational training, school education, and distance or correspondence education. The specialist x) in distance teaching methodology was the first expert appointed in this area of specialization within the Unesco (1964, in connection with the establishment of the UNRWA/Unesco in-service teacher-training programme).

From 1968 the Unesco staff with UNRWA has included associate experts who are functioning under direct supervision of the regular expert staff ("senior experts"). Salaries paid to associate experts by Unesco are being reimbursed by the experts' national governments.

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x) In the UNRWA/Unesco operation the term "Specialist" (e.g. "Teacher Training Specialist") is often preferred to the more commonly used "Expert".

Overall Cost of the Educational Programme

While UNRWA from the beginning was a temporary relief and works agency, education being only a minor component of the total assistance programme, the educational programme is now absorbing more than half og UNRWA's budget. UNRWA still is, by definition, a temporary agency set up to assist the Palestinian refugees until a just settlement of the Palestine problem could be reached. After 3o years of operation, no settlement has been reached, and UNRWA has remained a "permanently temporary agency", which still budgets on the basis of yearly, and, to some extent, arbitrary donations.

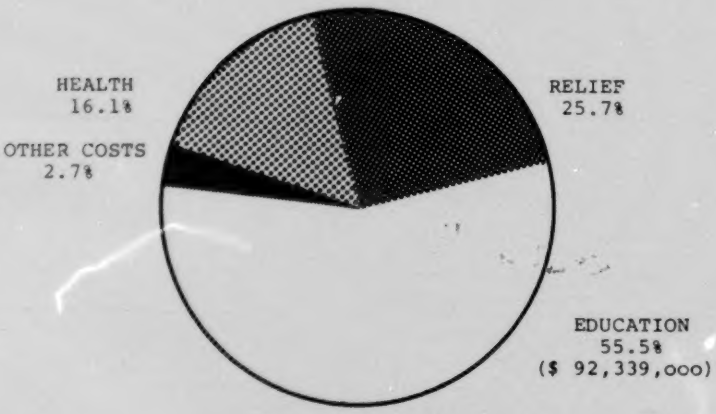

Figure 4 The budgetary distributions of UNRWA's major expenditures 1979. UNRWA's 1979 budget amounts to $ 166,346,ooo. The proposed budget for 1980 totals $ 185,300 while the income is only expected to be $ 133,500,000

Source: Report of the Commissioner-General of UNRWA, 1 July-3o June 1979. (N.Y.: United Nations, 1979), p. 7.

Administration Structure of the Educational System

Following is a simplified organizational chart of the UNRWA/Unesco Department of Education and the Department's links to the United Nations General Assembly and Unesco.

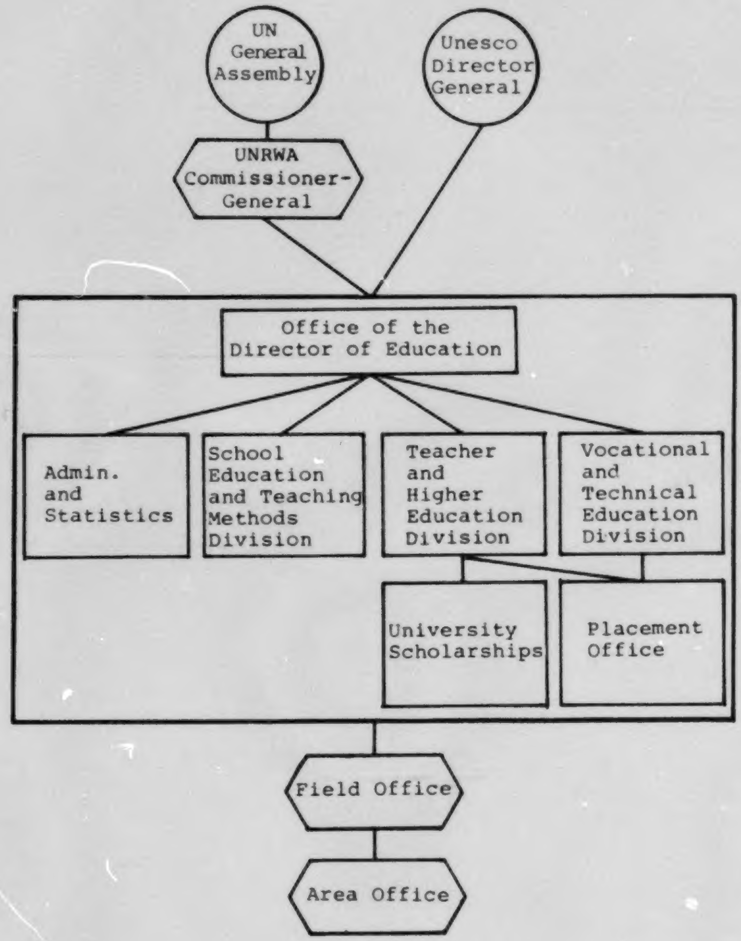
UN General Assembly
Unesco Director General
UNRWA Commissioner-General
Office of the Director of Education
Admin. and Statistics
School Education and Teaching Methods Division
Teacher and Higher Education Division
Vocational and Technical Education Division
University Scholarships
Placement Office
Field Office
Area Office

Figure 5 Organization of the UNRWA/Unesco Department of Education, Vienna/Amman.
The Office of the Director and parts of the Admin. units and Placement Office are located in Vienna. The Education Divisions are located in Amman.

The Department of Education at Headquarters level is stationed partly in Vienna and partly in Amman, The Director of Education and a few members of his advisory and administrative staff are stationed in Vienna.

The Department of Education comprises administrative and statistical units, a Placement Office, and the following three operational Divisions: School Education and Teaching Methods Division, Teacher and Higher Education Division, and Vocational and Technical Education Division. These operational Divisions work in close co-ordination with five Field Education Officers stationed at Field Offices in Jordan, the West Bank, the Gaza Strip, Syria and Lebanon. The Divisions are all located in Amman.

The Director of Education has the overall responsibility for the educational operation. Educational policy-making is decided at Headquarters level, and all decisions are finally endorsed by the Director of Education.

Policy-making in the UNRWA/Unesco system is a highly centralized process. However, this pattern may be significantly changed in the near future. In the early spring of 198o, the Director of Education issued a request throughout the Department of Education that would affect all levels of education and further training. Biennial work-plans should, in the future, form the basis for new overall operational plans, beginning in the period 198o-82.[x] The objective of this plan is to decentralize the planning and decision-making processes by delegating responsibility to the Field level (the final endorsement of all work-plans will, however, still remain with the Director of Education). The "Guidelines for the Preparation of Biennial Work-Plans" is commented on in a separate chapter of this report.

The Divisions, University Scholarships and Placement

Each of the Divisions is headed by a Chief of Division, The Chiefs are internationally recruited expert staff on loan from ("seconded" by) Unesco. The Chiefs of Divisions are responsible to the Director of Education.

A number of international expert staff members (at one time as many as 19), seconded to UNRWA by Unesco, are attached to each of the Divisions, according to their line of specialization.

In the organizational chart, (figure 5) Teacher and Higher Education Division refers to both pre-service

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x) Guidelines for the Preparation of Biennial Work-Plans (Vienna: UNRWA/Unesco Department of Education, February 198o). Unpublished.

teacher education at four UNRWA/Unesco training centres,[x)] and in-service teacher training. Until recently the in-service programme was run autonomously by the UNRWA/Unesco Institute of Education, but since this institution has now fulfilled its purpose to train unqualified elementary and preparatory school teachers it has recently been amalgamated with the Teacher and Higher Education Division. The in-service teacher-training programme is now mainly concerned with regular follow-up and refresher courses for qualified teaching personnel.

The University Scholarship Programme is administered separately, but is also connected to the Teacher and Higher Education Division.

The Vocational and Technical Education Division is in charge of training at UNRWA's seven Training Centres. Some of these centres provide two-years courses in pre-service (college) teacher training (Siblin in Lebanon, Amman Training Centre, and Ramallah Women's Training Centre in the W.B.), others are pure technical schools (Damascus Vocational Training Centre, Wadi Seer Training Centre in Jordan, Kalandia Training Centre in the W.B., and Gaza Training Centre).[xx)]

Headquarters and each Field Office have a Placement Office that provides employment services to graduates from the UNRWA/Unesco Vocational and Teacher-Training Centres. The Placement Office's task is to secure employment for young refugees, not only in jobs connected to the UNRWA operation itself but also, or mainly, in host countries and other Arab countries.

The School Education and Teaching Methods Division has, besides the Division's regular responsibility for the schools, involvement in educational development, or innovation. However, since UNRWA schools must follow the curricula prescribed by the host countries in which they are located, curriculum development, in the true sense of that term, is not possible. Hence the only "legal" way to improve the teaching of refugee children is through methodological innovation. (See the following paragraph).

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x) These centres are located in Lebanon (Siblin), Jordan (Amman) and the Jordan West Bank (two centres at Ramallah, one for woman and one for men). Except for the Ramallah Men's Teacher Training Centre, all centres have vocational training sections.

xx) Examples of courses are listed on page 23.

Educational Development Centres (EDCs)

It has since long been the policy of the UNRWA/Unesco Department of Education to promote "better teaching through better methods", but it was not until 1974 that the Agency was able to open two Educational Development Centres (EDCs) in Amman and Gaza, with the operational objective to improve the quality of instruction in the Agency's schools in Jordan and the Gaza Strip, and with a view to a possible multiplier effect that would spread educational innovation, derived from the centres' experience, to the other Fields of operation. The latest development in this context is the approved proposal for the establishment of Educational Development Units (EDUs). These units have the same basic functions as the EDCs, but are intended to serve smaller areas, normally not more than six to eight schools. The centres and units (the latter not yet implemented) provide workshops, seminars, summer sessions and correspondence courses. In addition, they are functioning as resource centres having libraries and various sorts of teaching/learning equipment and materials at the disposal of the teachers of a Field or Area (a smaller geographical unit within the Field). The establishment of the EDCs and EDUs represents a move towards decentralization, which in view of the rather inflexible and bureaucratic administrative structure of the educational system, is a highly desirable development.

The difficulty in dealing effectively with curriculum development has partly been overcome by the Department of Education with the establishment of the EDCs. Since the instructional methodology, applied to the transfer of knowledge and skills to school children, is of fundamental importance in the learning process, the Department, in our judgment, acted wisely in emphasizing the development of teaching/learning methods. Moreover, although curriculum development is beyond the Department's mandate, some host country authorities do allow additions to the national curricula. These additions are specified as "enrichments" to the curriculum. Such additions often have specific reference to Palestinian cultural uniqueness - depending, of course, on what the local authorities find acceptable. To an extent, therefore, the UNRWA/Unesco Department of Education has thus overcome the obstacles to curriculum development by coining a new educational term, "curriculum enrichment", which covers both methodological innovation and curriculum additions. In these respects, the Department has taken a lead in the Arab world, especially in the field of methodological innovation.

Educational Administration Structure at Field and Area Levels

As described earlier, the UNRWA administrative structure comprises Headquarters, Field and Area Offices. As is the case with the overall administrative structure, the structure of the educational administration is, in principle, repeated in each of the Field and Area Offices. This structure is shown in the figures 6-7 on the following pages.

The Field Education Officer is head of the educational system at Field level. She/he is administratively responsible to the Field Director of UNRWA Operations, and technically responsible to the Director of Education at Headquarters (Vienna Office).

The supervisory staff, attached to Field Offices, are School or Subject Supervisors specialized in one academic (e.g. Arabic) or practical (e.g. Handicraft) subject. These supervisory staff are supervising, within their subjects of specialization, at preparatory or upper elementary school levels.

The Field Representatives are attached to the in-service teacher-training programme (their duties are in many respects comparable to those of "Extension Workers", commonly attached to community development programmes in the third world).

In some cases, international specialists are attached to the Field Offices and stationed at a training centre (teacher or vocational training).

Each Field of Operation is divided into smaller administrative units (Areas) directed by Area Officers.

The Area Education Officer is administratively responsible to the Area Officer and technically responsible to the Field Education Officer.

Elementary School Supervisors are usually attached to the Area Offices and more loosely connected with a Field Office. Their supervisory duties are mainly concerned with the supervision of lower elementary school teachers (lower elementary school comprises the first three school years). These teachers are "class teachers", i.e., they teach all subjects at the lower elementary school levels.

The functions of supervisory staff, including Field Representatives, are described separately in chapter 6.

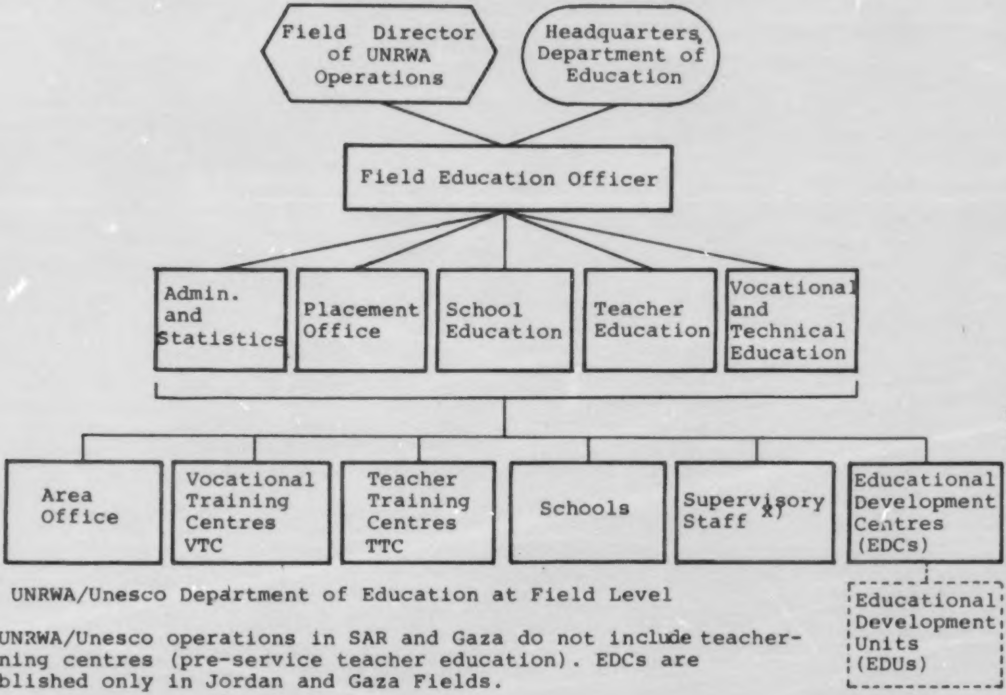
Field Director of UNRWA Operations
Headquarters, Department of Education
Field Education Officer
Admin. and Statistics
Placement Office
School Education
Teacher Education
Vocational and Technical Education
Area Office
Vocational Training Centres VTC
Teacher Training Centres TTC
Schools
Supervisory Staff x)
Educational Development Centres (EDCs)
Educational Development Units (EDUs)

Figure 6 UNRWA/Unesco Department of Education at Field Level

Note: The UNRWA/Unesco operations in SAR and Gaza do not include teacher-training centres (pre-service teacher education). EDCs are established only in Jordan and Gaza Fields.

x) School/Subject supervisors and Institute of Education Field Representatives (see chapter 6)

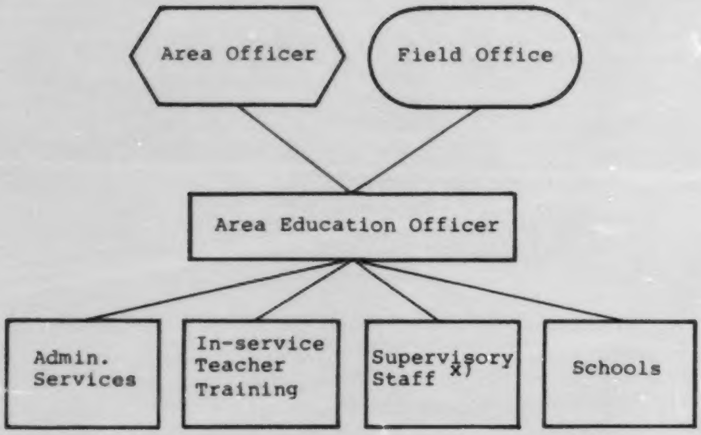
Area Officer
Field Office
Area Education Officer
Admin. Services
In-service Teacher Training
Supervisory Staff x)
Schools

Figure 7 UNRWA/Unesco Department of Education at Area Level.

x) Elementary School Supervisors. Institute of Education Field Representatives are attached to some Area Offices.

Placement of VTC and TTC Graduates

Technical and entrepreneurial skills are in great demand in all of the rapidly developing Arab countries. Since the UNRWA/Unesco's vocational training programmes are continuously being adjusted to the demands of the Arab labour markets, there is seldom any problem in securing placement of the graduates. Moreover, graduates from the Agency's centres are regarded as highly skilled by employers in most Arab countries, especially Saudi Arabia, Libya and the Gulf States, so there is even a clear tendency to select skilled refugee youth applying for jobs in those countries in preference to local applicants. This should be viewed as a result of the high priority that Palestinian refugees feel they must give to academic and vocational training, since these are regarded the only means, available to young refugees, to improve their future prospects.

Only in the occupied areas of the West Bank and the Gaza Strip are the Agency's Placement Offices having troubles in finding jobs for the VTC graduates. Gaza based refugee youth in particular have difficulty finding suitable jobs, and are therefore often compelled to accept jobs far below their level of ability, either in Israel or in the Gaza Strip itself. As far as job opportunities are concerned, West Bank refugees are in a better position. Young West Bank refugees are usually able to accept jobs being offered to them in Jordan East Bank, Saudi Arabia, Libya or the Gulf States.

Similarly, placement of teacher training graduates is usually not causing problems outside the occupied territories. Graduates are employed either in Agency schools (only 2o - 3o per cent), or in government or private schools in the host countries or abroad in other Arab countries. In the occupied territories, placement of Agency trained teachers is sometimes difficult. There is a scarcity of jobs in these areas, and the possibility for West Bank and Gaza refugee teachers to accept jobs outside the occupied areas is limited. This is especially a problem for young female teacher training graduates.

The Splitting up of Headquarters

Events of the late 1970s in Lebanon caused UNRWA to split its headquarters which, until then, had been located in Beirut. The educational administration units and a few education staff members, including the Director of Education, were relocated in Vienna, and are now accommodated at the Vienna International Centre. The three education divisions with their chiefs remained in the area of operation and have, after much moving about, now settled in rented premises in Amman.

Continuing set-backs, caused by the political and military unrest in the Fields of Operation, beset the operation with obstacles and problems. The abrupt moves between Amman and Beirut that took place during the second half of the 1970s especially clouded the prospects for the future.

Discouraging set-backs have particularly marred the in-service teacher-training programme which to a large extent had been based on the use of permanently installed communication technology, particularly educational television.[x] Due to the repeated relocations, the television production unit has, for some years, been packed in cases because of lack of adequate accommodations for setting up a studio. An alternative has been to rent a studio, but exceedingly use of rented premises threatens to boost the consumption of the already meager funds allotted to the in-service teacher-training programme. (The question of how appropriate the use of high-cost communication media is to refugee education as compared with low-cost, or "simple" media, will be considered in other sections of the report).

How Comparable is the UNRWA/Unesco Educational System to a National System?

The UNRWA/Unesco educational operation is often referred to as comparable to a national system. This, obviously, is true as far as the bureaucratic administrative structure and chains of command are concerned. But in view of the fact that the UNRWA/Unesco system serves a displaced population, operates in five different areas, divided by national borders and military demarcation lines, uses four different sets of text books, and has four different curricula, the system becomes an entirely unique experience in education. Thus, this educational system is comparable to a national system only in so far as size and structural and administrative complexity are concerned.

However, instead of comparing the UNRWA/Unesco educational system with national systems, it seems more relevant to study the points of similarity between the "UNRWA-situation", at different stages of its evolutionary history, and a number of refugee situations elsewhere in the world, in terms of numbers of displaced persons, size of camps, urgency of educational needs, lack of trained

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x) Usually referred to as "closed circuit television, CCTV" by the Department of Education.

teachers etc.. This is one of the major reasons why we anticipated that our research into the UNRWA/Unesco experience in education would reveal important lessons that might usefully guide others, involved in refugee education elsewhere, in their educational efforts. The precautions to be taken and the prerequisites for such transfer of educational experiences are considered in the conclusion of this report.

Appendix

Examples of Vocational/Technical (Professional) Courses provided at

Ramallah Women's Training Centre (RWTC)
Ramallah Men's Teacher Training Centre (RMTTC),
and Kalandia Vocational Training Centre (KVTC)
(all in the Jordan West Bank Field)

RWTC

Teacher Training
Business Education (Business & Office Practice, Clerk Typist, Secretarial)
Infant Leaders
Hair Dressing & Beauty Culture
Home & Institutional Management
Clothing (Dressmaking, Mass Production)
Para-Medical (Assistant Pharmacist, Laboratory Technician)

RMTTC

Teacher Training

KVTC

General Electrician
Fitter Welders
Auto Mechanics
Builder Shutterer
Blacksmith Welder
Business & Office Practice
Land Surveyours
Construction Technician

CHAPTER 3

DEVELOPMENT OF THE EDUCATIONAL PROGRAMME [x)]

Soon after the 1948 events UNRWA was facing the problem of having to cope with an overwhelming demand of children and youth for formal education and vocational training.

To understand this problem more fully, it will be necessary to briefly consider the history of education for Palestine Arabs, starting with the years of the British Mandate (which ended in 1948).

A large proportion of the Palestinian Arab population was traditional farmers. In traditional agriculture there is only very limited need for advanced academic schooling or skill training. Consequently, only a minority of Palestinian Arabs had received any schooling beyond the elementary level. This, however, was not the only reason for the lack of formal education and vocational training among rural children and youth in Palestine before the Arab-Israeli war in 1948. The picture is, in fact, more complex than that, mainly due to the political situation in the area, but also because of the strong tradition for educational elitism in the Arab population.[xx)]

School Education in Palestine

Palestine had two systems of education, one for Arabs and one for Jews.

In spite of the official policy (as set forth in a government decision of 1933) of universal education for all Arab children and youth, this goal was far from being achieved in the post World War II years. In fact, education remained highly elitarian, as can be seen in table 1 on the following page.

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x) This section is mainly based on information provided by Mr. John Clark of the UNRWA/Unesco Department of Education in his unpublished report Twenty-one Years of UNRWA-Unesco Cooperation in Education (Beirut 1971).

xx) For a more full account of education in Palestine see R.D. Matthews and M. Akrawi, Education in Arab Countries of the Near East (Washington, D.C.: American Council on Education, 1949), part III.

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Table 1

Distribution of Pupils by Grades, Arab Public Schools, Palestine, 1944 and 1945.

Grades	Enrollment, November 1944			Enrollment, November 1945		
	Boys	Girls	Total	Boys	Girls	Total
Kindergarten	6	1,837	1,843	9	1,851	1,860
Elementary						
1	13,161	3,616	16,777	15,332	3,719	19,051
2	11,759	3,067	14,826	13,534	3,302	16,836
3	10,470	2,584	13,054	11,865	2,859	14,724
4	9,346	1,981	11,327	10,497	2,200	12,697
5	5,731	1,263	7,047	6,932	1,423	8,355
6	3,204	734	3,938	3,884	791	4,675
7	1,764	447	2,211	2,297	506	2,803
Secondary						
1	465	107	572	661	135	796
2	288	59	347	388	93	481
3	107	33	140	140	33	173
4	83	13	96	105	20	125
5	21	19	40	33	15	48
6	16	...	16	15	...	15
Technical	64	...	64	71	...	71
Agricultural	69	...	69	65	...	65
Total	56,607	15,760	72,367	65,828	16,947	82,775

Source: R.D. Matthews and M. Akrawi, op.cit., p. 238

The picture of the educational situation in the rural Palestine community does look considerably brighter, however, if the objective of providing universal education through the five-year elementary school alone is considered: then about 62 per cent of all children in the relevent age group were attending school. Moreover, most of the Arab public (elementary) schools were in the villages (422 out of a total of 532), where local educational councils were responsible for constructing and equipping the schools and, in some cases, paid the teachers' salaries.x)

In the years before World War II considerable progress was achieved. But a period of stagnated development soon followed, and during the years 1945-48 the development almost came to a standstill.

With the foregoing in mind, it is not surprising that, after the 1948 events, the refugee camp communities were pressing for improved educational opportunity for their children and youth.

Vocational Training

As early as 1948-49 the International Red Cross, which together with other organizations provided relief assistance to the refugees, called attention to the

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x) John Clark, op.cit.

importance of vocational training for young adults. The refugees themselves were also pressing for vocational training, since it would prepare the refugee youth for earning a living.

In 1949, the Report of the United Nations Economic Survey Mission (the "Clapp Mission"), which survey was the basis of the establishment of UNRWA, laid equally heavy stress on vocational and agricultural training. The report stated that efforts in providing vocational and agricultural training would "... offer work to all who have none and, by that natural means, lay the foundation of stability and peace."x)

In seeking shelter from the fighting, the rural Palestine communities, counting thousands of members, tended to resettle as entire bodies in environments in the countries of asylum which bore a strong resemblance to their place of origin. These "host communities", however, had no vacant farmland for such large numbers of additional farmers. Thus, it was a misjudgement of the Clapp Mission to recommend the promotion of agricultural training, since there would be no jobs available to youth, trained in pure agricultural skills, in the traditional rural districts in which the agricultural refugee communities had resettled. They might even be looked upon as a threat to the traditional rural "host" community.

The tendency of rural refugees to resettle as entire bodies in agricultural environments seems to apply in many other rural refugee situations elsewhere in the world. Hence one general lesson that can be derived from this is that in the field of skill training new types of vocational training programmes for rural refugee youth will be needed.

Programmes for developing nonfarm skills closely adopted to the actual needs of the host country's labour market should be planned and implemented in the early phase of a refugee situation in order to improve the refugees' chances for becoming self-supporting.

This observation should not be interpreted as a recommendation for a policy of assimilation, but rather considered as a way for the refugees to become self-supporting. A useful term characterizing this policy might be "economic integration" as contrasted with "cultural integration" or "assimilation".

In the case of UNRWA, the need for nonfarm skill training was soon realized. As early as May 195o, despite the meager financial resources available, UNRWA began the implementation of skill training programmes for out-of-school adolescents. The following quotation sheds light on this observation:

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x) John Clark, op.cit.

> "...(UNRWA) noted in its first annual report for the school year 195o-51 that young men and women were being trained in practical pursuits which in the future might lead to partial or complete self-support. Some 2,1oo boys were being trained in carpentry, shoemaking, weaving, book-binding and mechanics while the Welfare Division estimated that 1,364 apprentices were receiving training in these and other fields, with some 2,8oo girls and women being trained in the domestic skills... carpentry was useful in providing desks for UNRWA schools in the Gaza Strip".[x]

Out of these vague beginnings, regular occupational training programmes developed for refugees. The programmes were planned on the basis of exhaustive studies, made with the assistance of an ILO expert, of the potential need for skills in the host countries, since it was on this need that the opportunity for self-support for the trained refugees depended. Although of a more limited scope, such surveys have been continued ever since the beginning of UNRWA's vocational training programmes.

Today UNRWA/Unesco operates vocational training centres in all Fields of Operation. Among the more important courses, being offered at these centres, special reference should be made to pre-service (college) teacher training, various entrepreneurial skill-related programmes, and office and para-medical training. (See the list of courses attached to chapter 2).

School Education

In addition to the early recognition of the need for vocational training, UNRWA has from the beginning placed heavy emphasis on universal school education, in the first years confined to six years of elementary education, (as required in article 26 of the Universal Declaration of Human Rights), but from 196o comprising nine years of school education,[xx] to enable Palestinian refugee youth to achieve a competitive level of literacy and numeracy (in comparison with the youth in the host countries).

Since school education is one of the central themes of this report, its development is described in some detail in the following.

The first efforts to provide education to the refugee children was made as early as the winter of 1948-49. The initial move was made jointly by various voluntary and religious organizations and the refugees themselves. Naturally, in the beginning these efforts were sporadic,

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x) John Clark, op.cit.

xx) Out of the four host countries, only Jordan has nine years of compulsory school education.

and there was no overall administrative structure or fixed frame of reference for the development of an educational system. The few qualified teachers who had joined the mass movement of the Palestinians, seeking refuge from the fighting, took charge of the children they knew. Funds to provide payment for such services ranged from scarce to non-existent. In fact, most of these teachers were paid only in kind. In the very beginning, classes were held under open sky, without even the most basic equipment and materials.

In the chaos of the mass movement and the arrival in the site of refuge, many children were more or less left on their own. This often resulted in idleness and behaviour problems. Hence one major task in the very early phase of the camps' existence was merely to collect the children and, in the words of the UNRWA/Unesco Director of Education, "just to make them sit down." One early report, covering the period of May 195o to June 1951, prepared by the first Director of Education, stressed the same point: "...it was obvious that there was a need for something more than relief among the refugees - occupation for adults and education for children, who were roaming the camps, towns and villages where they were quartered, exposed to all the temptations of such an uncontrolled existence".

After the first period of non-organized attempts to establish elementary education, a new phase took the beginning in 195o when Unesco agreed to provide assistance to the operation of the UNRWA educational programme.

At this point mention should be made of some important observations of more general validity that are based on the study of the early history of the UNRWA/Unesco experience in refugee education:

1) In the emergency situation, structured education cannot begin before at least some attempts at organization are in evidence in the refugee community.

2) In the emergency camp, the initiation of organized education on a larger scale (e.g. formal elementary school education, or occupational skill training) will, in most instances, need to be guided by external educational personnel (e.g. international experts). These external educators must necessarily obtain acceptance from parents and community leaders (religious and political leaders) for the educational programme suggested for the refugee community, and co-operate with them in their efforts to implement the programme.

3) Educational experiences are different and should be structured differently in settled as compared to chaotic circumstances. However, to initiate an overall formal school education programme (at least at the elementary levels), and, if needed, an in-service teacher-training programme connected to it, requires that the chaos of

the emergency situation be converted into structured community life in the "emergency camp". For this reason we find it useful to define the emergency camp as follows:

> The emergency camp, as contrasted with the emergency situation or chaos, is established in an area with legally accepted boundaries, specifically set aside for this purpose. Attempts at organized community life must be in evidence.

This definition is useful because of its emphasis on organization which is normally the basic prerequisite for the initiation of a broad-based educational programme as established by UNRWA/Unesco. Educational programmes in this context do not necessarily need buildings or much educational hardware. In the case of UNRWA, the first organized education of children took place in overcrowded hospital tents, or in some instances even under open sky, with no instructional materials, except for a primitive blackboard, at the disposal to the teacher.

With regard to the Palestine rural refugees, the issue of community and educational organization has special significance, since the rural refugees, as described earlier, tended to seek refuge in the host countries as entire communities. In the rural Palestine refugee settlement, the community structure had been transferred to the new circumstances, and the community was pressing for education and training for its children and youth. Education, therefore, could begin at an early phase of the emergency camp's existence with the aid of village leaders, Koran readers, and the few teachers who had joined the mass movement in seeking refuge from the fighting. External aid agencies (especially the Unesco) were able to work efficiently through these village leaders and teachers.

From the beginning the UNRWA programme provided elementary school education - formalized in the 1951 UNRWA/Unesco agreement. (A modest vocational training programme was initiated at the same time.) In the beginning, only a minor proportion of the potential learning group attended elementary school, and very few girls were found in the schools (see table 7). In September 1952, however, it was formally decided, on the advice of the Director of the UNRWA/Unesco Department of Education, that six years of elementary education should be provided for every refugee girl and boy. It was further confirmed that the educational programmes for the refugee schools should follow the curriculum of the government schools in the host country in which they were located. While no free choice was given to the UNRWA/Unesco Department of Education in deciding on curriculum objectives and contents, the policy of adopting the host country curriculum had, as pointed out earlier, the advantage that refugee pupils could sit for the state examinations at the various levels of education. Thus, opportunity was provided for the young refugees to further their education in government or private institutions in the host countries, as entrance requirements for these institutions were based on the respective state examinations.

With the rapidly growing school enrolment that from the beginning marked the UNRWA schools, and a serious lack of funds for school construction to keep up with the growing demand, the introduction of the system of "double-shifting" soon became necessary (i.e., two schools, often with different names, share the same building in a morning and an afternoon shift). Since the early 1950s double-shifting has continously marred the UNRWA/Unesco school system.x) In his 1978/79 report, the Commissioner-General of UNRWA once again drew attention to this problem:

> "Double-shifting of schools continued to be a problem and, because of the steady natural growth in the school population and the Agency's lack of funds for school construction on the scale required, double-shifting was necessary in 457 schools (73.4 per cent of the total) during 1978/79. In elementary schools in east Jordan and the Syrian Arab Republic, double-shifting affected 94.4 and 93.7 per cent of the pupils, respectively. It was possible to avoid turning children away from school only through double-shifting and the construction of some additional class-rooms. Lack of funds for capital expenditure generally limited school construction to the minimum necessary to prevent triple-shifting and to replace the most unsatisfactory school premises. During 1978/79, in all fields, 33 prefabricated class and administration rooms, and 13 specialized rooms, were under construction."xx)

In the early 1950s the UNRWA/Unesco school system still provided only primary education. With the pressing demand for further school education, however, UNRWA could not avoid entering the field of preparatory education (lower secondary education). From a very modest beginning in

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x) "Double-shifting" in the sense of utilizing school buildings for formal education of children and youth during the day and adult education in the evening should, of course, be considered beneficial in any educational environment. However, double-shifting in the UNRWA/Unesco schools was implemented simply to avoid turning children away from school. In order to avoid holding classes late in the evenings, the Department of Education had to shorten the length of the lessons, a fact that obviously is a strain on pupils and teachers in UNRWA/Unesco schools. In spite of the system of double-shifting, many classrooms are still overcrowded.

xx) *Report of the Commissioner-General of UNRWA, 1 July 1978-3o June 1979* (N.Y.: United Nations, 1979) p. 14

1952, at which point only 2 per cent of the elementary school population continued into preparatory education, the programme expanded until 196o when 2o per cent of the children leaving sixth elementary grade continued in preparatory education. At that time (196o) the principle of "free preparatory education for all refugee pupils capable of benefitting from it" was accepted. In 1978/79 more than 7o per cent of the elementary school leavers continued into preparatory education. (For an overall account of school enrolment over the years of UNRWA operation, se tables 2 and 3 on pages 35 - 36.

UNRWA never established an Agency-wide system of upper secondary education, although there was wide agreement that such a programme would benefit the refugee population. Only in Jordan were a few upper secondary classes maintained in the most isolated places for a short period of time, but these classes were soon taken over by the Jordan Government (in 1962). As a result, upper secondary education for refugee pupils is provided through a grant-in-aid system.

University Education

From the very early phase of the UNRWA operation, the Agency has maintained a limited scholarship programme for university study. However, this programme has always been limited financially and therefore has never reached a capacity large enough to cope with the high demand of young refugees for university education.

Teacher Training

Since 1964 the UNRWA/Unesco teacher-training programme has comprised both pre-service teacher training at UNRWA-operated teacher-training colleges (established over the years 1956-71), and in-service teacher training. While the need for on-the-job training of UNRWA's many unqualified, but serving teachers was recognized as early as 195o-51, the in-service programme did not become formalized and fully implemented until 1964 when the "UNRWA/Unesco Institute of Education" was established. This Institute is specialized in intensive in-service training for unqualified and underqualified teachers. The development of this programme will be dealt with in another part of this report.

Overview of the UNRWA/Unesco Educational Programme

The educational programme provided jointly by UNRWA and Unesco comprises the following:

School Education: Nine years (in Lebanon, ten years) of school education divided into six years of elementary education ("elementary cycle"), and three years of lower secondary education ("preparatory cycle") (in Lebanon, four years).

Vocational Training: Two-years courses at UNRWA/Unesco centres in a variety of occupational fields of training, based on the completion of preparatory cycle or secondary school, depending on the conditions laid down for entry into the line of training.

Teacher Training: Two years of pre-service training at UNRWA/Unesco colleges, qualifying individuals for teaching at elementary schools.
In-service training, developed with the objective of training practising but un- or underqualified elementary school teachers. After having fulfilled its original purpose, the in-service training programme was further developed to cover a variety of other types of on-the-job training, such as qualification of elementary school teachers for teaching at preparatory levels.

University Scholarships: A limited number of academically outstanding students (351 in 1978/79) are awarded scholarships in Middle East universities.

The structure of the UNRWA/Unesco education system is shown in figure 3, page 9.

Lack of Special Programmes

The UNRWA/Unesco educational system provides no special education for mentally or physically disadvantaged children, nor are any regular adult education programmes being run by the Agency,x) other than the in-service teacher-training programmes. Similarly, the Agency has never been involved in pre-school education, except for a training course for kindergarten leaders being conducted at Ramallah Women's Training Centre.

It is probable that UNRWA is interested in such programmes but is limited by the continuing insufficiency of the Agency's financial foundation.

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x) An exception is a non-formal education programme in Gaza. This programme was, however, shortly after its initiation forced to seriously reduce its scope because of financial deficits. The programme is now limited to the production of traditional Palestinian embroidery.

Provision for educational opportunity for educable mentally and physically handicapped children is almost nonexistent in the Arab world. The need for such education is therefore a very pressing one, and, certainly, this is a field in which the UNRWA/Unesco Department of Education, once again, could demonstrate its leadership as an "educational innovator", provided the necessary funds and educational expertise could be made available to the Agency. This might, for example, be achieved through special funds and with the participation of Special Education experts on loan to UNRWA from external agencies.

Moreover, in the Gaza Strip UNRWA is providing technical and administrative assistance for the running of two centres, one for blind children and adolescents, and one for the mentally retarded children. While these institutions are far from sufficient to meet the actual needs, UNRWA has at least gained some experience in these fields of education that could be the basis for further development of Special Education programmes.

Education and Further Training of Girls

Special reference must be made to the education and further training of girls. The Agency's early recognition of the need for education for girls is one of the most significant x) aspects of the UNRWA/Unesco educational operation.

Until very recently most traditional Arab countries largely ignored the important role of women in the development process. The Palestine refugee communities and UNRWA/Unesco soon realized that potentialities existed in the education of girls, for improving the general level of education and skill among the refugees. In addition, wage-earning young women contribute greatly to the improvement of the living conditions of their families.

With regard to education of girls, many traditional third world countries would for the same reasons be well advised to develop their educational strategies on the model of the UNRWA/Unesco educational system. We shall briefly reflect on this problem in the following paragraphs in connection with the issue of educational change. UNRWA's provision of education for girls will be further described in the chapter concerned with School Education.

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x) Tables 2 and 3 on pages 35-36 show the rapidly increasing intake of girls in UNRWA/Unesco schools from 195o onwards, especially at preparatory levels.

Educational Change: The Problems of Co-education and Equalization of Educational Opportunity

UNRWA maintains a rather rigid system of almost total segregation of girls and boys by running parallel educational programmes in separated buildings throughout the educational system, including vocational and pre-service teacher training.

Co-education is only practiced in the school system in remote rural districts (for example Upper Jordan Valley) where separate schools for girls and boys are impractical, or even impossible, becauce of lack of schoolrooms and teachers.

Concerning vocational training, there have been very few attempts to break down the traditional barriers between the segregated education of the sexes. (One of these examples is an attempt to integrate parts of the programme at the Vocational Training Centre at Damascus). The process, none the less, of introducing full co-education, in which young women personally have the freedom to select vocational training programmes, must necessarily be slow and carefully planned. In this context, consideration must be given to the cultural conservatism that is still widespread among the Palestinian refugees (and even more so among many of the other Arab peoples).

In our interviews with UNRWA/Unesco educators, there was wide agreement that although a fully implemented system of co-education, involving equal educational opportunity and vocational choice for young refugee women, is a desirable goal, it would still be premature in many refugee communities to promote co-education on such a broad scale, since this would involve complete shifts in attitudes and values on the part of many refugee parents.

Co-education and equal opportunity throughout the UNRWA/ Unesco educational system, therefore, would be achievable only after a long and carefully planned process aimed at changing traditional norms and values. This is a characteristic example of the difficulty of introducing educational changes into a traditional context, and it underlines the fact that educational innovation involving attitude and value change (which most educational changes are bound to do) cannot be planned and implemented in a vacuum but must be a joint "holistic" venture considering as many aspects of community life as conceivable in the planning and implementation efforts.

Table 2

UNRWA/Unesco Elementary School Education

Comparative Enrolment Statistics, Distributed by Sex

1950 - 51 through 1978 - 79

School Year	Jordan		West bank		Gaza		Lebanon		Syria		Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
1950 - 51	11825	4794	-	-	14118	4933	3602	1047	1346	336	30891	11110
1955 - 56	27877	17366	-	-	23003	12407	8645	4685	6703	3762	66228	38220
1960 - 61	22948	16721	-	-	19808	17357	9826	6836	8434	5590	61016	46504
1965 - 66	32693	30047	-	-	21932	19752	11177	9151	10878	8435	76680	67385
1970 - 71	34150	30905	11063	11841	23604	20442	14173	12513	12724	10735	95714	86436
1975 - 76	43872	41347	12520	13760	28225	24620	14736	13419	15555	13747	114908	106893
1978 - 79	48714	45126	13003	14343	28269	25096	14366	13653	16578	15168	120930	113386

Source: Statistical Yearbook, 1978-79 (Vienna: UNRWA/Unesco Department of Education, 1980) p. 34.

Table 3

UNRWA/Unesco Preparatory School Education

Comparative Enrolment Statistics, Distributed by Sex
1950 - 51 through 1978 - 79

School Year	Jordan		West bank		Gaza		Lebanon		Syria		Total	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
1950 - 51	19	-	-	-	63	-	39	-	-	-	121	-
1955 - 56	2397	144	-	-	4830	571	897	67	747	199	8871	981
1960 - 61	5933	1710	-	-	6798	3385	1686	510	2719	907	17136	6512
1965 - 66	7570	3982	-	-	8768	7272	2539	1278	3852	2021	22729	14553
1970 - 71	9727	6579	3904	3207	9177	8489	4333	3244	5413	3673	32554	25192
1975 - 76	16338	12691	4448	3933	9544	8343	5088	4547	6424	5495	41842	35009
1978 - 79	18809	16079	5294	5100	12011	9900	5604	5638	7140	5901	48858	42618

Source: Ibid. p. 63

CHAPTER 4

A NEW APPROACH TO EDUCATIONAL PLANNING

Policy-making and educational planning in the UNRWA/ Unesco educational operation has until recently been a traditional, centralized process in which decisions are made by top administration officials. Directives for action were issued by the Department of Education at its Headquarters and delivered downward with little or no localized interaction or direct influence on the actions to be taken.

Educational planning and the preparation of work-plans for educational personnel (external and local) involved highly "compartmentalized" procedures in which no comprehensive co-ordination of the various Divisions' and staff's plans were sought (the in-service teacher-training programme being an exception, see chapter 7).

Normally, all planning at all levels of administration and instruction has been for only one year ahead.

A New Development: Co-ordinated Biennial Work-Plans

In February 198o the Director of Education issued a memorandum with the title "Guidelines for the Preparation of Biennial Work-Plans" (in the following referred to as "Guidelines"). By issuing this document, the Director intended to change the traditional pattern of policy-making and planning, described above. (Excerpts of the "Guidelines" are attached to this chapter).

The "Guidelines" is a good example of an overall systematic approach to educational planning. The "systems approach" to educational planning is rapidly gaining recognition in modern planning all over the world; but this process if often quoted as having specific significance in conjunction with community development in third world countries. The "systems approach" is thus closely related to the concept of "holism" which was mentioned on page 34 . It is for this reason that we find that the "Guidelines", and the actions to be taken during the coming two years (198o-82), may be of interest to others involved in educational development and large-scale planning.

The quest for a systems approach to the planning process is clearly reflected in the central objective of the "Guidelines": to ensure Agency-wide co-ordination of teaching/learning efforts at all levels of instruction.

A second major objective of the "Guidelines" is to secure participatory two-way communication in, and decentralization of the decision-making process. Hence, the central idea behind this new approach to planning is that educational needs, both in terms of quality and quantity, should be voiced "from the bottom", i.e., from the teachers and head teachers via EDCs and Field Offices to Headquarters where the final overall coordination and endorsement of the plans will take place, according to a pre-set schedule. It is hoped that this overall planning effort will put an end, not only to the total centralization of decision-making, but also to the compartmentalization that has characterized the UNRWA/Unesco operation for so many years. It is further hoped that the planning effort will secure the adaptation of the educational programmes to the real circumstances of the UNRWA/Unesco schools and institutions.

A central aspect of the philosophy behind the "Guidelines" is that the Director of Education felt that such a co-ordinated overall planning effort would add a sense of a unified Palestinian identity to the educational programme, despite the fact that the refugee populations are divided by international borders and military demarcation lines. This should be accomplished by systematically unifying the planning and administration of the educational operation and thereby making the UNRWA/Unesco Educational System directly comparable to a unified national educational system. x)

In general, when interviewed, most Field based personnel expressed great interest in the plan. It was evident that the need for co-ordination and co-operation was strongly felt at Field level.

We will, at this point, refrain from any further appraisal of the biennial planning effort, since the endorsement of the final plan and the actions taken to implement the plan are very recent (the plan "...will be experimented during the first two scholastic years, i.e. 198o/81 and 1981/82, and will be reviewed in the light of experience.") xx) It would thus be premature to assess any parts of the plan until the end of the experimentation period in 1982. We anticipate, none the less, that the "Guidelines" contain many principles worthy of consideration within a broader context. We therefore recommend a thorough study of the attached excerpts.

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x) See chapter 2 for a discussion of the relevancy of such a comparison.

xx) See the attachment, page 41.

Some Considerations Related to Implementation

A critical issue, pertinent to all educational planning, is the process of implementation. With reference to the methodology applied in "Guidelines for the Preparation of Biennal Work-Plans", the following basic principles for implementation of new educational plans and administrative structures may be outlined.

The responsibility for failure in the implementation of an educational programme is often passed about from one echelon to another. However, an important factor of successful programme implementation seems to be closely linked with an administration's ability to delegate responsibility for the implementation to all staff involved in the process.

Large-scale educational planning is commonly characterized by inflexible patterns of one-way communication and autocratic chains of command, starting at the top of the administration hierarchy.

The staff responsible for the planning and administration usually "deliver" the plans to the teachers, who are then left alone with the task of implementing, on the practical level, the plans that were developed, without the participation or influence of the teachers, at the administrative level. The teachers are then expected to enthusiastically carry out the plans by putting in extra work in lesson preparation, assessment of pupil performance, preparation of reports for submission to the administration officers, etc.. At a later phase, the programme might be evaluated by other professionals, who, in the case of developing countries, often are external experts on short-term assignments. This situation actually occur in many instances and does not refer specifically x) to the UNRWA/Unesco administrative structure.

Consequently, to avoid the limitations of compartmentalization in educational programme implementation, the responsibility for carrying out educational planning and implementation should be equally shared by all staff involved, i.e., teachers should share in the pre-planning and evaluation procedures, and administrators should co-operate closely with the teachers in the actual implementation process, etc.

Staff concerned with school supervision should be considered the pivotal personnel in this co-ordination process. The supervisory staff's position "in the middle" enables this staff to be particularly instrumental in

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x) There is, in our view, a strong need for research on the problem of implementation of educational programmes, especially in the case of developing countries.

the process of conveying and interpreting the needs and suggestions from administration to the teachers, and vice versa. To involve supervisory staff in programme implementation to the extent suggested here will require professional competencies which school supervisors normally do not possess. Training of key personnel, such as school supervisors, is therefore of crucial importance to the efficient implementation of new educational programmes and administrative structures.

It is important that key personnel (supervisory staff) be recruited among the local staff (e.g. teachers). This will facilitate the acceptance on the part of teachers of the educational programme which is to be implemented. This recommendation is directly based on the UNRWA/Unesco experience in refugee education. The Agency has always promoted the policy of recruiting local educators and administrators (refugees) to fill the posts of educational supervisors and administrators (e.g. Field Education Officers).

The Need for Planning

It is appropriate at this point to strongly emphasize the need for thorough planning of the entire procedure for the implementation and evaluation of educational and administrative changes. If necessary, the planning phase should include provision for adequate training of key personnel.

Apart from the financial implications, allotment of sufficient time is one of the most critical issues in connection with the planning of new educational procedures. However obvious it might be that adequate time should be allotted to the planning, it seems, none the less, to be consistently overlooked. The "Guidelines for the Preparation of Biennial Work-Plans", issued by UNRWA's Director of Education, is a conscious effort to avoid the pit-fall inherent in the allocation of insufficient time for the planning process.

According to the schedule established by the Department of Education the planning should be carried out in the period March , August 198o. The major deadlines of this schedule are as follows:

1) 5 March-2 May: Prepare draft work-plan at Field level.
2) 9-23 May: Co-ordinate Field draft work-plans.
3) 3o May-12 June: Co-ordinate Divisional work-plans.
4) 27 June: Director of Education approves work-plans.
5) 2o July: Distribute approved work-plans.
6) 22 July: Workshops held for discussions on implementation (at Field level)
7) 1 August: Begin implementation of work-plans.

Appendix

Excerpts from "Guidelines for the Preparation of Biennial Work-Plans"

The following excerpts are selected with a view to exemplifying the principles of a systems approach to educational planning and implementation. In addition to the examples provided here, the memorandum contains detailed time schedules and guidelines related to planning within each of the educational Divisions and the Educational Development Centres (EDCs):

UNRWA/UNESCO DEPARTMENT OF EDUCATION

OVERALL GUIDELINES FOR BIENNIAL WORK PLANNING [x]

The purpose of this document is to provide guidelines for the preparation, implementation and follow-up of biennial work plans based on the objectives of the Teacher and Higher Education Division, School Education and Teaching Methods Division, Vocational and Technical Education Division....

The proposed pattern will be experimented during the first two scholastic years, i.e. 198o/81 and 1981/82, and will be reviewed in the light of experience.

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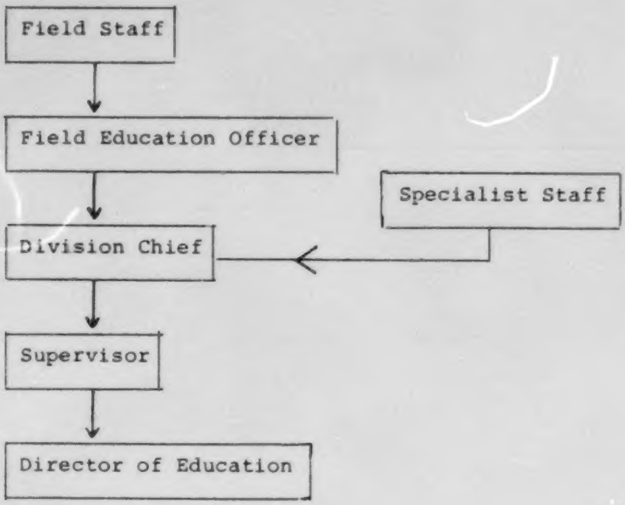
x) Issued on 26 February 198o

In the preparation of the biennial work-plan it should be emphasized that the following pattern be used:

OBJECTIVES:	The General Objective
	Specific objectives as derived from the General Objectives
NEEDS AND PRIORITIES:	Specific priorities for the biennium within each specific objective and according to the urgency of educational needs
IMPLEMENTATION: Activities	Activities necessary for the implementation of each specific priority item. These activities must be fully defined in terms of target population, subject, level, quality, quantity, budgetary implications, etc.
Time Targets	Time schedule for the commencement, operation and completion of each activity
EVALUATION: Periodic a) Internal b) External	Dates to be set for the periodic assessment and evaluation of the process of implementation
Adjustments	Revision and adjustments to be made in the light of the periodic evaluation above
Terminal (by a mission)	Final evaluation to be planned during the last quarter of the work plan period

Follow-up of Implementation of Work-Plan

The chain of responsibility for the follow-up of the timely and proper implementation of the work-plan should normally follow the sequence below:


Field Staff
Field Education Officer
Specialist Staff
Division Chief
Supervisor
Director of Education

CHAPTER 5

SCHOOL EDUCATION

In this chapter we shall first provide some necessary statistical and other basic information relevant to school education. This section is followed by descriptions of the circumstances in the UNRWA/Unesco schools, mainly based on direct field observations.

In writing this chapter one of our main concerns has been to consider the qualitative aspects of the school education programme. We are fully aware that this approach may easily lead to a loss of scientific objectivity. The more critical observations presented in this chapter are, therefore, open to discussion since they represent our personal interpretation of the empirical evidence collected during the field surveys and through the study of documentation materials on the UNRWA/Unesco programme.

Although this chapter is chiefly concerned with school education, we have, whenever we found it relevant, considered the link between school education and teacher training. We have particularly stressed the coherency between school education and in-service teacher training. It is, in fact, not possible to draw a sharp line between school education and in-service teacher training, first, because the in-service trainees continue their daily work in the schools while undergoing training, and, secondly, because practice teaching, guidance and assessment of practical teaching performance take place in the classroom itself while the teacher is performing her/his normal teaching of children.x) This part of the in-service training programme is carried out by the UNRWA/Unesco supervisory staff. As in-service teacher training is a central theme of this report, the supervisory system is considered in depth in a separate chapter.

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x) The technique of integrating in-service teacher training with school education, as described here, is stressed by the technical term "Integrated Multi-Media Approach" which UNRWA/Unesco's Department of Education uses for its approach to in-service teacher training (see chapter 7).

STATISTICS AND BACKGROUND INFORMATION x)

Distribution of Schools and Pupils and Overall Enrolment Statistics

The diagrams below and the map on the following page show the distribution of schools and pupils in UNRWA's five Fields of Operation.

Figure 8

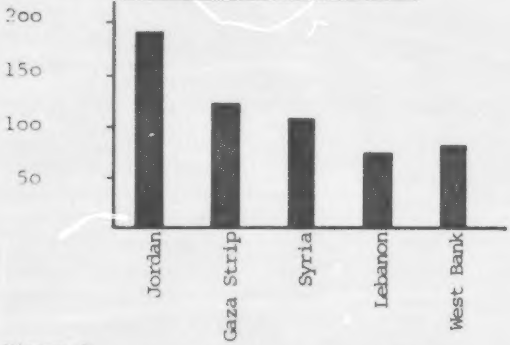
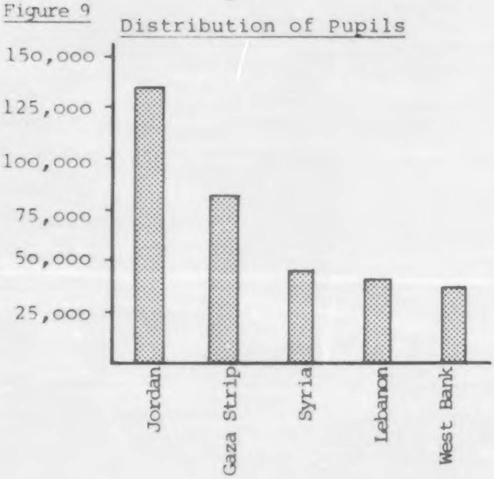


Figure 9



Source: A.M. Nashif, Educational Work of UNRWA in the Middle East (Amman: UNRWA/Unesco Dept. of Ed., 1980) and Report of the Commissioner-General of UNRWA, 1 July 1978-30 June 1979 (N.Y.: United Nations, 1979), p. 71

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x) Most information presented in this section is obtained from Statistical Yearbook, 1978/79 (Vienna: UNRWA/Unesco Dept. of Ed., 1980).

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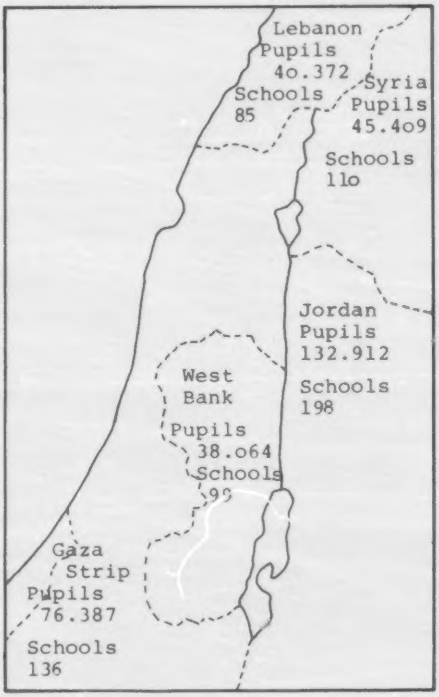
Lebanon
Pupils
4o.372
Schools
85
Syria
Pupils
45.4o9
Schools
11o
Jordan
Pupils
132.912
Schools
198
West
Bank
Pupils
38.o64
Schools
99
Gaza
Strip
Pupils
76.387
Schools
136

Figure lo Distribution of UNRWA/Unesco Schools in the Arab Host Countries and pupils attending these schools, 198o.

Source: A.M. Nashif, op. cit.

In 1978/79 a total of 4o8.766 refugee children were enroled in UNRWA/Unesco schools and government or, in some cases, private schools. More than 81 per cent of the children received their education in 622 UNRWA/Unesco operated schools. The number of teachers was 9,152. The present rate of yearly increase in pupil enrolment in UNRWA/Unesco schools amounts to approximately 3 per cent.

Elementary School

Registered Palestine refugee children are eligible for elementary education at the age of six.

If no UNRWA/Unesco elementary school exists in the area of the child's home, UNRWA usually subsidizes the child's attendance at the nearest government or private school.

In the school year 1978/79 the total number of elementary school refugee pupils in UNRWA/Unesco schools and government and private schools was 267,291 (88 per cent enroled in the 343 UNRWA/Unesco elementary schools). A comparison with the year before reflects an increase of 2.1 per cent.

Attendance at the elementary school level compares very favourably with enrolment ratios in other Arab countries, or with the developing world as a whole, for that matter. During the school year 1978/79, the enrolment ratios for pupils in the age groups seven and eight were 85.4 per cent and 84.5 per cent respectively, and the enrolment ratio for the age group corresponding to the elementary cycle, i.e., 6-11-year-olds, was 83.5 per cent.

Elementary school enrolment is continuously increasing. The table below shows the percentage increase from school year 1974/75 through school year 1978/79.

Table 4

Percentage Increase in the Elementary School Population 1974-75 through 1978-79.

School Year	October Enrolment			% Increase or (Decrease)		
	Boys	Girls	Total	Boys	Girls	Total
1974-75	135,995	119,934	255,929	2.4	2.1	2.3
1975-76	133,150	121,035	254,185	(2.1)	0.9	(0.7)
1976-77	136,460	122,215	258,675	2.5	1.0	1.8
1977-78	137,548	124,183	261,731	0.8	1.6	1.2
1978-79	139,746	127,545	267,291	1.6	2.7	2.1

Source: UNRWA/Unesco Dept. of Ed. op.cit., p. 3

The total number of teachers in the UNRWA/Unesco elementary schools in 1978/79 was 6,o65 giving a teacher/pupil ratio of 1:38.6. Compared with school year 1977/78 the teaching force in 1978/79 reflects an increase of 2.2 per cent.

Preparatory (Lower Secondary) School

Pupils who successfully complete the elementary cycle are eligible for advancing to the preparatory cycle. There are no formal entering examinations for admittance into the preparatory cycle (Gaza being an exception), but according to UNRWA regulations all children who are expected to be able to benefit from preparatory education may proceed to this cycle. With the exception of Gaza, which follows the Egyptian curriculum, state examinations after sixth elementary grade, considered as entrance requirement to the preparatory cycle, have now been discontinued, leaving the decision of whether or not a pupil may "benefit from preparatory education" to the teachers and head teachers at each school.

Similarly to elementary pupils, preparatory pupils who do not live near an UNRWA/Unesco preparatory school may attend government or private schools near the pupil's home. UNRWA assists eligible pupils in the form of subsidies, grants or allowances.

During the year 1978-79, the number of pupils attending the 279 UNRWA/Unesco preparatory schools was 91,476. An additional 15,255 pupils attended government and private schools. The 1978-79 enrolment in the preparatory cycle represents an increase of 2.7 per cent over the 1977-78 enrolment. The percentage increase in the enrolment of girls in UNRWA/Unesco preparatory schools rose from 46.o per cent in 1977-78 to 46.6 per cent in 1978-79, indicating that the gap between educational opportunity for boys and girls, at least in terms of numbers, is very narrow in the Palestinian refugee community.

The enrolment ratio for the age group 12-14, corresponding to preparatory education, in 1978-79 was 7o.5 per cent. This ratio, however, includes 16.o per cent of over age pupils (for the greater part repeaters) in the elementary cycle. A comparatively small percentage of pupils drop out after leaving 6th elementary grade. Drop-outs occur more frequently in traditional rural refugee communities, where the contributions from wage-earning children and adolescents may be necessary for the families' economy.

In 1978-79 the average occupancy rate in the 2,281 preparatory class sections in UNRWA/Unesco schools was 4o.1 pupils per class section. The 3,o87 preparatory level teachers gave a ratio of one teacher for 29.6 pupils.

The table below shows the enrolment increase of preparatory pupils during school year 1974-75 through 1978-79.

Table 5

Percentage Increase in the Preparatory School Population
1974-75 through 1978-79

School Year	October Enrolment			% Increase		
	Boys	Girls	Total	Boys	Girls	Total
1974-75	46,048	35,980	82,028	7.4	10.3	8.6
1975-76	49,040	39,641	88,681	6.5	10.2	8.1
1976-77	53,803	43,155	96,958	9.6	8.9	9.3
1977-78	57,350	46,558	103,908	6.6	7.9	7.2
1978-79	58,241	48,490	106,731	1.6	4.2	2.7

Source: UNRWA/Unesco Dept. of Ed., op.cit. p. 4.
Note: The great differences between figures of elem. (see table 4) and prep. enrolment do not indicate a high drop-out rate between the two cycles. These differences occur because elementary cycle comprises six years of schooling, whereas preparatory cycle has only three grades (four in Lebanon). As mentioned above, drop-out is low between the two educational cycles.

Secondary School (Upper Secondary Academic)

UNRWA does not operate upper secondary schools, but it provides financial assistance under certain conditions to eligible students who successfully pass the Preparatory State Certificate Examination and who are admitted to government and private schools.

Total enrolment (1978/79) in this cycle was 34,744. The enrolment of girl students in the secondary cycle represented 44.8 per cent of the total, which confirms the aforementioned trend, in the refugee communities, towards equalization of educational opportunity for girls and boys.

Over the most recent years there has been a clearly increasing enrolment of Palestine refugee youth in secondary schools as shown in the following table.

Table 6

Percentage Increase in Secondary School Population
1974-75 through 1978-79

School Year	Enrolment			%Increase or (Decrease)		
	Boys	Girls	Total	Boys	Girls	Total
1974-75	15,317	10,837	26,154	11.5	22.0	15.6
1975-76	15,121	11,209	26,330	(1.3)	3.4	0.7
1976-77	17,117	13,192	30,309	13.2	17.7	15.1
1977-78	17,589	13,982	31,571	2.8	6.0	4.2
1978-79	19,167	15,577	34,744	9.0	11.4	10.1

Source: UNRWA/Unesco Dept. of Ed., op.cit. p.5.
Note: During 1978-79, the enrolment ratio in the age group 15-17 was 40.4% of which 17.8% were overage preparatory pupils. A further 10.8% of the age group 18-19 attended secondary classes. The above percentages include post preparatory vocational training schools. The percentages of school attendance at the secondary school level are remarkably high in comparison with many countries in the third world.

Holders of secondary school certificates are eligible to continue in occupational training institutions such as teacher-training colleges and technical schools (vocational training centres). (For less advanced training in various trades, preparatory examination certificate is sufficient for entrance to the vocational training centres, see figure 3).

The UNRWA/Unesco School Teachers

> "During school year 1978-79, the number of UNRWA-Unesco teachers was 9,152 of whom 6,065 teachers, or 66.3% taught in the elementary cycle. Comparing the 1978-79 total of 9,152 with the 1977-78 teaching force of 8,986 the increase amounts to 1.9%.
>
> It is worth noting that before the UNRWA-Unesco Institute of Education began to operate its in-service teacher training courses in October 1964 only 10% of the teachers were professionally qualified. This compares with 94.2% qualified in 1978-79. An additional 1.4% of the teaching staff were either undergoing training with the Instute, or had completed the prescribed course of training but had not yet obtained their certificates.
> As for the academic qualifications of these teachers, the 1978-79 statistics show that 23% of all elemen-

> tary and preparatory teachers are holders of university degrees and a further 1.5% were continuing their university studies. These percentages are in respect of those teachers who hold degrees or pursue their studies in subjects related to the school curriculum only. The Tawjihi[x] level teachers amounted to 67.3% of the total teaching force".[xx]

The teachers of lower elementary grades are "class-teachers" teaching all subjects. Teachers of upper elementary classes are, to some extent, specialized, i.e., they teach only a few, usually related subjects. The major proportion of the elementary school teachers are graduates from the UNRWA/Unesco pre-service teacher-training colleges.

In the preparatory cycle, the teachers are highly specialized, teaching only one or two closely related subjects. Preparatory teachers are usually either university graduates (who have normally obtained their certification in teaching methodology through in-service training with the UNRWA/Unesco Institute of Education), or holders of elementary school teaching certificates (obtained at one of the UNRWA/Unesco teacher-training colleges, or a government college in one of the host countries) who have been certified for preparatory teaching through in-service training with the Institute of Education.

Each of the UNRWA/Unesco schools is staffed by a head teacher, and, if the school is large enough, an assistant head teacher, and a number of elementary or preparatory school teachers, according to the educational cycle to which the school belongs. Many of the schools are designated "elementary" or "preparatory" although they comprise both elementary and preparatory classes. In these cases, the school is named in accordance with the majority of its classes, i.e., either elementary or preparatory. As for the distribution of teaching loads in such schools, preparatory teachers usually teach some upper elementary classes in line with their subject specialization, whereas elementary school teachers rarely teach preparatory classes because they do not possess the required certification. Preparatory cycle teachers are paid higher salaries than elementary school teachers.

The average weekly teaching load for an elementary school teacher varies between 26 and 3o periods. For preparatory teachers, the number of weekly periods is usually approximately 25.

UNRWA/Unesco's schools are, with very few exceptions, totally segregated sexually (as mentioned in chapter 3

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x) Arabic word for Secondary State Certificate Examination.

xx) UNRWA/Unesco Dept. of Ed., op.cit. p. 5

co-education is found only in remote rural districts). Although the majority of the teaching staff in boys schools are male teachers, female teachers are also teaching in boys schools - and vice versa. In the elementary cycle, however, particularly at the lower elementary grade levels, there is a tendency towards a high percentage of female teachers. (This is a tendency which is observed in many other parts of the world).

School Enrolment of Girls

As mentioned earlier, one striking feature of the UNRWA/Unesco educational policy is the emphasis placed upon the education of girls.

In the 1950s and the early 60s, refugee girls were offered fewer educational opportunities. Today, however, the percentage of girls compared with boys in UNRWA/Unesco schools is almost equal. This increase in the female school population is remarkable considering the limited attention traditionally given to the education of girls in the Arab countries. The following table shows samples of the increase in enrolment of girls in elementary and preparatory schools over the years of the UNRWA/Unesco co-operation in education.

Table 7

Comparative Enrolment Statistics of Girl Pupils in UNRWA/Unesco Schools 1950-51 through 1977-78

School Year	Elementary			Preparatory		
	Boys and Girls	Girls	% Girls	Boys and Girls	Girls	% Girls
1950-51	42001	11110	26.5	121	-	-
1955-56	104448	38220	36.6	9852	981	10.0
1960-61	107520	46504	43.3	23648	6512	27.5
1965-66	144065	67385	46.8	37282	14553	39.0
1970-71	182150	86436	47.5	57746	25192	43.6
1975-76	221801	106893	48.2	76851	35009	45.6
1977-78	229378	110739	48.3	89661	41203	46.0

Source: Statistical Yearbook 1977/78 (Vienna: UNRWA/Unesco Dept.of Ed., 1979) p.20

Whether the above statistics for elementary and preparatory enrolment of girls reflect equal educational opportunity for the girls only in numerical terms or whether they represent a move towards true equalization at all levels of education remains to be seen. Nevertheless, in elementary and preparatory education, the tendency to break down traditional barriers related to the education of girls is clear. With the exception of home economics and handicraft, UNRWA/Unesco schools promote a consequent equalization between the sexes through the availability of school subjects to both boys and girls.

Drop-out

As shown in the following tables, the numbers of drop-out pupils in the elementary and preparatory cycles are surprisingly low (as compared with many developing countries). We are, unfortunately, not able to compare the UNRWA statistics with those of the host countries, but in our interviews, UNRWA/Unesco educational staff members expressed the general opinion that in terms of numbers of drop-out pupils UNRWA/Unesco schools compare favourably with the host countries.

The low drop-out figures may be a significant indicator of the emphasis that Palestinian refugees place on education, and the parental expectations that are so strongly expressed in the refugee communities.

Table 8

Drop-Out Pupils, Distributed by Grade and Sex, between October 1978 and May 1979. Elementary Cycle

Field	1st		2nd		3rd		4th		5th		6th		Total	
	Pupil	%	Pupil	%	Pupil	%	Pupil	%	Pupil	%	Pupil	%	Pupil	%
Jordan														
Boys	252	2.9	196	2.4	124	1.5	178	2.1	185	2.3	363	5.0	1298	2.7
Girls	349	4.1	152	2.0	209	2.8	122	1.6	216	3.0	341	5.2	1389	3.1
West Bank														
Boys	47	2.0	10	0.5	26	1.2	22	1.0	-	-	56	2.8	161	1.2
Girls	63	2.5	8	0.3	20	0.8	32	1.3	52	2.2	47	2.2	222	1.5
Gaza														
Boys	147	3.0	106	2.3	95	2.1	178	3.7	229	5.2	371	7.5	1126	4.5
Girls	172	3.8	68	1.6	186	4.5	184	4.3	181	4.7	340	8.5	1131	4.5
Lebanon														
Boys	197	8.3	96	4.2	101	3.6	123	5.0	71	3.0	191	9.0	779	5.4
Girls	40	1.8	33	1.5	117	4.7	124	5.0	170	7.3	47	2.4	531	3.9
Syria														
Boys	-	-	44	1.4	-	-	59	2.1	86	3.3	157	6.2	346	2.1
Girls	192	6.5	69	2.5	62	2.3	54	2.2	59	2.6	85	4.2	521	3.4
All Fields														
Boys	643	3.0	452	2.2	346	1.7	560	2.7	571	2.9	1138	6.0	3710	3.1
Girls	816	4.0	330	1.7	594	3.1	516	2.6	678	3.7	860	5.1	3794	3.3
Both	1459	3.5	782	2.0	940	2.4	1076	2.7	1249	3.3	1998	5.6	7504	3.2

Source: UNRWA/Unesco, (1978/79) op. cit., p. 43

Table 9
Drop-outs between October 1978 and May 1979. Preparatory Cycle

Field	I Prep		II Prep.		III Prep.		IV Prep.		Total	
	Pupil	%	Pupil	%	Pupil	%	Pupil	%	Pupil	%
Jordan										
Boys	536	7.5	411	6.3	240	4.7	-	-	1187	6.3
Girls	384	6.2	262	4.7	125	2.9	-	-	771	4.8
West Bank										
Boys	62	3.2	65	3.9	33	2.0	-	-	160	3.0
Girls	141	6.9	72	4.5	78	5.3	-	-	291	5.7
Gaza										
Boys	241	6.2	355	9.2	638	15.1	-	-	1234	10.3
Girls	207	6.0	343	10.4	461	14.8	-	-	1011	10.2
Lebanon										
Boys	281	13.9	177	11.3	180	14.8	144	18.1	782	14.0
Girls	235	11.7	221	13.9	156	13.1	91	10.6	703	12.5
Syria										
Boys	290	10.5	258	11.1	301	14.7	-	-	849	11.9
Girls	99	4.5	100	5.4	126	6.9	-	-	325	5.5
All Fields										
Boys	1410	7.9	1266	7.9	1392	9.7	144	18.1	4212	8.6
Girls	1066	6.7	998	7.2	946	7.9	91	10.6	3101	7.3
Both	2476	7.3	2264	7.6	2338	8.9	235	14.2	7313	8.0

Source: UNRWA/Unesco, op. cit., p. 72

Note: The high drop-out rates in Lebanon may be due to disturbances in that Field. Other comparatively high drop-out rates occur in some areas (e.g. Gaza and parts af rural Syria), mainly because contributions from wage-earning adolescents are needed by their families. Another reason may be lower educational aspirations in rural or traditional refugee communities (see also "Emphases, Motivations and Aspirations in Education",p 60).

Promotion and Repetition

Promotion from one grade level to the next, in both elementary and preparatory cycles, is more or less automatic. As a general rule, a pupil may repeat only twice, once in each of the cycles, during the nine years of schooling covered by the UNRWA/Unesco school system (ten years in Lebanon). This means that if a child has failed in one grade, he or she may repeat that grade only once. If the child fails also in the repetition year, he/she is automatically promoted to the following grade. The percentages of repetition are shown in table 10 on the following page.

There is no provision for remedial or special education for children with learning difficulties outside the normal classroom within the school system. Many head teachers and teachers claim that remedial teaching is in fact provided within the normal classroom to the pupils with learning difficulties. It is further claimed that teachers create their own teaching/learning materials to be used by these children. The quality of such remedial assistance is questionable due to a teacher-pupil ratio which in many classes is as high as 1:5o. Moreover, specialized training in the teaching of remedial or special education programmes are urgently needed if the pupils with learning difficulties shall be given a reasonable chance to meet the requirements of the adult world of literacy and numeracy.

Neither the UNRWA/Unesco school system nor any of the national systems of the host countries include special education in their school programmes, so there is no possibility for UNRWA to obtain special or remedial assistance through subsidy to these children in institutions outside the UNRWA/Unesco education system.

Table 10

Repeaters, Destributed by Grade and Sex. Elementary and Preparatory Cycles. All Fields of Operation. 1978/79

Grade	Enrolment May 1978			Repeaters October 1978			% Repetition		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1st Elementary	19946	18957	38903	484	528	1012	2.4	2.8	2.6
2nd Elementary	19791	18370	38161	538	520	1058	2.7	2.8	2.8
3rd Elementary	20329	18820	39149	1196	1183	2379	5.9	6.3	6.1
4th Elementary	19244	17794	37038	1576	1650	3226	8.2	9.3	8.7
5th Elementary	19046	17537	36583	1957	1914	3871	10.3	10.9	10.6
6th Elementary	17909	15758	33667	1878	1312	3190	10.5	8.3	9.5
Total	116265	107236	223501	7629	7107	14736	6.6	6.6	6.6
I Preparatory	17180	15100	32280	1790	1602	3392	10.4	10.6	10.5
II Preparatory	14245	12330	26575	1091	1002	2093	7.7	8.1	7.9
III Preparatory	12552	10485	23037	1543	1048	2591	12.3	10.0	11.2
IV Preparatory x)	837	738	1575	41	20	61	4.9	2.7	3.9
Total	44814	38653	83467	4465	3672	8137	10.0	9.5	9.7

Source: UNRWA/Unesco, op.cit., p. 44 and 73.

x) In Lebanon only.

Note: There are considerable variations in rates of repetition between the Fields of Operation. In Gaza, for example, repetition in the third preparatory grade amounts to 23.1 per cent while repetition of third preparatory pupils in Jordan is only 1.0 per cent (2.2 per cent in the West Bank)(Jordan has nine years of compulsory school education, whereas the other Fields have six).

The differences between percentages in the different Fields of Operation for the first and second preparatory grades are less pronounced: Gaza, 10.2 per cent, Jordan 8.7 per cent, (W.B.6.7 per cent), Syria 12.2 per cent. The differences between rates of repetition are not significant at elementary grade levels (with the exception of Lebanon, e.g. 19.5 per cent at fifth elementary grade).

Weekly Timetables

Although the same basic school subjects are taught in all UNRWA/Unesco schools, differences between the Fields of Operation are considerable in terms of numbers of weekly periods allotted to each subject, and the grade levels at which some subjects (e.g. English) are introduced. The following tables and the comments thereto provide examples of these differences.

Table 11
Comparative Period Allocation per School Subject per Week in 4th Elementary Grade in Jordan, S.A.R.(Syria) and Gaza Fields, October 198o.

Subject	Period allocation per subject per week		
	Jordan	SAR	Gaza
Religion	3	3	3
Arabic	9	1o	1o
Math.	4	5	6
Social Studies	2	2	3
Science & Hygiene	3	3	3
Art. Educ./Junior H/C x)	2	2	2
Physical Education	1	3	1
Vocational Education	2	-	-
Music	-	2	1
Home Economics	-	-	1
Total	26	3o xx)	3o

x) Handicraft

xx) Plus 2 periods of extra-curricular activities thus making a total of 32.

Source: UNRWA/Unesco Dept. of Ed.

Table 12
Comparative Period Allocation per School Subject per Week in 2nd Preparatory Grade in Jordan, S.A.R. and Gaza Fields, October 1980.

Subject	Period allocation per subject per week		
	Jordan	SAR x)	Gaza
Religion	3	2	2
Arabic	7	6	8
English	6	5	6
Math.	4	4	6
Social Studies	2	4	4
Science	4	4	4
Art Education/Drawing	1	1	1
Physical Education	1	2	1
Voc.Educ./Handicrafts	2	-	6 For boys only
H/E xx) or Arts & Crafts	-	2	4 For girls only
Music	-	2	-
Total	30	32	38 boys 36 girls

x) The three periods of Drawing and Arts and Crafts are replaced by six periods of Handicraft at boys schools which contain Handicrafts units, making the total weekly periods 35.

xx) Home Economics.

In the four host countries (five Fields of Operation), English is introduced at different grade levels as follows: Lebanon 1st elementary, Jordan (East and West Bank) 5th elementary, Gaza Strip 6th elementary (as an experiment in UNRWA/Unesco school; according to the Egyptian curriculum English should not be introduced until the preparatory school), and SAR 1st preparatory.

Other subjects are also introduced differently. The importance attached to each of the subjects varies among the Fields, which is reflected in the differences in period allocation, subject matter and examination requirements.

Two periods of extra-curricular activities are added to the weekly timetables in many schools (in SAR they are a formal part of the elementary school programme).

The extra-curricular activities are usually not directly based on the pupils' expressed interest and freedom of choice. These activities are, in fact, considered expansions of the regular curriculum. One purpose of this policy seems to be linked up with a desire to provide young refugee school leavers with a competitive level of knowledge which will help them in seeking employment or furthering their academic education in the host countries or other Arab countries.

Extra curricular activities in UNRWA/Unesco schools are usually called "clubs" or "committees". There are "science clubs", "mathematics clubs", "Arabic clubs", "English clubs", but also clubs concerned with activities such as art and the sports. In some schools, the head teacher keeps a record of the pupils' participation in the clubs (or committees), and a schedule for rotation is followed to ensure that the pupils participate in a variety of different club activities.

Examples of club activities are: the production of "improvised" learning media in science (e.g. primitive scales and various mechanical devices), drawing of maps in social studies, and the preparation of wall charts displaying poetry, photographs or news messages (often concerning "Palestinian matters").

All these activities are, of course, valuable, although they are, in our view, sometimes too strictly supervised by the teacher. The "self-directed" learning activities which are usually not practicable during normal school hours due to overcrowding, could be practised in the "clubs", at the same time giving the pupils the option of participating in activities of their own choosing.

Emphases, Motivations and Aspirations in Education

As is reflected in the high rates of school attendance throughout the UNRWA/Unesco school system, motivation for education is high among refugee children and youth -

and parental expectations are equally high. This high motivation, it seems, is due to the importance that Palestinian refugees attach to education, and their realistic view that knowledge and skill obtained through education are the only resource that refugee youth can offer in the labour market in order to become self-supporting.

Many head teachers of UNRWA/Unesco schools tend to see subjects such as mathematics and science as the school subjects which would help their pupils most in life, and less importance is placed on subjects such as handicrafts and art.

Many adolescent pupils have educational aspirations for university training. The pupils' aspirations are often reinforced by similar parental expectations. Not surprisingly, these high aspirations are especially evident in urban refugee communities, whereas refugee youth coming from a rural background tend to have lower educational aspirations than their counterparts in urban communities.

Over the last few years, however, the attitude in the refugee communities of valuing university level education higher than vocational training has shown a significant change. More recently there is recognition of the advantages connected with vocational training, especially in the technical and entrepreneurial skills at the intermediate levels. This recognition has come about mainly because of the rapidly growing demand for trained man-power in the construction industry, as a result of the development process in most Arab countries today. There are therefore seldom any problems in finding comparatively well paid jobs for young refugees graduated from the Agency's vocational training centres. Hence the number of yearly applications for entrance to the vocational training centres by far exceeds the capacity of the centres.

Education at university level is, none the less, still highly valued. At the university level, science and engineering are preferred to the humanities - although much traditional respect is often attached to the latter, despite the fact that jobs in the humanities are extremely scarce in the modern Arab world.

Objectives

The overall objective of the UNRWA/Unesco school education programme is

> "To provide general education for Palestine refugee children while endeavouring continuously to improve

> the quality of this education. Success is measured by the development of the personalities of the children, the promotion of critical thinking and the extent to which the children are equipped with those mental and physical abilities which will help them meet the challenges of a rapidly changing world and the difficult conditions under which they live." x)

The conceptual framework involved in the above objective is repeatedly used as a basic objective for educational programmes all over the world, with only minor differences in the phrasing.

Such general objectives are, of course, necessary as a foundation for the overall planning and policy-making of an educational programme; but in providing specific guidance for instruction, objectives need to be carefully and specifically defined. Educators at UNRWA/Unesco Department of Education soon realized that it is important that specific learning needs be stated in operational meaningful terms to provide a clear guide for instruction and a practical basis for assessment of achievements.

Consequently, the Department of Education has for many years promoted the policy (especially in connection with in-service training of teachers) that specific objectives be stated in terms of the behavioural outcomes to be expected of a particular teaching/learning sequence. Refer, for example, to the discussion in this report (pp 78) on lesson planning, in which teachers are required to prepare detailed lesson plans, including the formulation of specific objectives, in behavioural terms, from which learning activities should be devised and measured in exact terms.

The theoretical framework for these requirements is the philosophy of Behaviourism and the quest for detailed planning and exact measurement that characterized the concept of educational technology from the late 1950s through the 1960s when the influence from Behaviourism marked the avantgarde in educational theory.

We suggest, however, that the strict objectives of behavioural lesson planning and measurement should be replaced by other, more flexible, methods. The term "operational" may, in this context, be more useful. Objectives stated in "operational terms" would still guide the specific activities in a particular learning sequence (i.e., one lesson, or a series of lessons concerned with the same or ralated subject matter), but they do not necessarily need to be formulated with a view to exact behavioural measurement.

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x) Benchmarks in Education (Beirut: UNRWA/Unesco Department of Education, 1978), p.6.

Aspects of human learning such as values and attitudes cannot be measured numerically. Hence, these important educational aspects cannot be included in objectives which can be stated in exact behavioural terms.

The techniques of formulating objectives, preparing lessons plans, and measuring pupils' achievements are some of the central components of the instructional programmes for teachers undergoing training with the UNRWA/Unesco in-service teacher-training programme. We share the view of the educators in charge of in-service training, that these components are indispensable parts of a teacher-training programme. We reiterate, however, that the requirement of teacher trainees to state educational objectives in exact behavioural terms should be modified in line with the above suggestion of defining educational objectives in "operational terms". The demand for exact measurement of achievement should be modified accordingly.

Textbooks

As mentioned earlier, the UNRWA/Unesco school education systems mirror those of the host countries. The adoption of the host country curricula includes textbooks prescribed by the governments of the host countries.

Following the 1967 Arab-Israeli war, the use of textbooks prescribed by governments of host countries has created problems for UNRWA's schools in the occupied areas of the West Bank and the Gaza Strip. In the first two years following the war, the Israeli authorities banned the use of most of the textbooks in the UNRWA/Unesco schools.x) The reason, given by the Israeli authorities, for the ban on most textbooks was that they incited hatred. In the early 1970s the situation was as follows:

> "UNRWA sought the assistance of the Director-General in this matter, which has since occupied the attention of the Unesco Executive Board at every session from the seventy-seventh, in November 1967, to the present. On the basis of Executive Board decisions 6.8 of the 77th Session, 7.4 of the 78th Session, 4.2.5 of the 82nd Session 4.2.3 of the 83rd Session and 4.2.1 of the 84th Session - the Director-General has been empowered to take action towards resolving the textbook crisis which was seriously and adversely affecting the progress of education in UNRWA-Unesco schools in the occupied areas. By the end of 197o, the Director-General has approved 58 textbooks for Gaza and 71 for Jordan West Bank on the advice of the special international commission set up by Unesco to

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x) The West Bank schools use schoolbooks prescribed by the Jordan government. In the Gaza Strip, Egyptian books are being used (because prior to 1967 the Gaza Strip was under Egyptian authority).

> examine the textbooks in use in UNRWA-Unesco schools in the light of the criteria laid down by Unesco's Executive Board in November 1967. Of the 58 textbooks for Gaza and 71 for Jordan West Bank, by June 1971, 51 for Gaza (over 4oo,ooo actual books) and 68 for Jordan West Bank were back in use in UNRWA-Unesco schools, thanks largely to negotiations undertaken personally by the Director-General with representatives of the governments concerned."[x]

Since the early 1970s, however, the textbook problem has continued as is exemplified by the following quotations from the Commissioner-General's 1978/79 report:[xx]

> "As in the years since 1969, all textbooks newly prescribed or revised by Governments of host countries were submitted to the Director-General of Unesco for approval before they were procured for Agency schools. In the West Bank and the Gaza Strip, where Jordanian and Egyptian books, respectively, are used, books approved by the Director-General are subject to the further requirement of a special import permit from the Israeli authorities.
>
> .... The new education plan of the Jordanian Ministry of Education was implemented in the West Bank, after a special committee had studied the implementation of the plan in East Jordan during 1977/78. Of the 124 textbooks prescribed for Jordan, 99 were approved by UNESCO, of which the Israeli occupying authorities refused import permits for 14.
>
> .... Textbooks from Egypt for use in Agency schools in Gaza continued to be transported to Gaza by land under the same arrangements as agreed with the Governments concerned for past years and implemented with the assistance of the International Committee of the Red Cross and the United Nations Emergency Force (UNEF). The total number of textbooks prescribed by the Egyptian Ministry of Education was 1o2, of which 7o have been approved by UNESCO. Of the 7o approved textbooks, the occupying authorities have permitted the importation of 47, have disallowed the importation of 19 and have four under consideration."

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[x] John Clark, Twenty-One Years of UNRWA-Unesco Cooperation in Education (Beirut: UNRWA/Unesco Dept. of Ed., 1971). Unpublished.

[xx] Report of the Commissioner-General of UNRWA, 1 July 1978-3o June 1979 (N.Y.: United Nations, 1979), pp. 14-16.

A Financial Problem:

The School Construction Programme

One of the most tangible measures of growth in the UNRWA/Unesco education system is the school construction programme. This programme was initiated in the early 195Os when it became apparent that there would be no early political settlement of the Palestine refugee problem. Prior to 1951 it had been decided that no new schools were to be opened, "since the expected life of the Agency was less than one year." x)

Beginning in the early 195Os the UNRWA/Unesco Education Division began working towards the elimination of overcrowding in classrooms, and the replacement of tents by more permanent school buildings.

The solutions to these problems depended, of course, on provision of funds.

However, the funds that were made available to UNRWA were far from adequate to meet the demands of the school construction programme. The limited financial resources of UNRWA had to be spread out more thinly to keep up with the growth of the refugee school population and the immediate demand, first for expanded elementary school education, and soon after also for preparatory schooling.

A consequence of the failure of the school construction programme to keep abreast with the growth of the school population was the introduction of "double-shifting". First, Gaza was plagued by double-shifting of schools, but after the June 1967 hostilities, double-shifting has troubled the school system also in Jordan East Bank. Now, the situation is no better in the Syrian Arab Republic. (About 9o per cent of all elementary schools in Jordan East Bank and the S.A.R. are now being run on a double-shift basis in order to keep up with the steadily growing school population; the situation in the preparatory education cycle is not much better. The threat of triple-shifting is repeatedly rumoured).

The overall percentage for all UNRWA/Unesco schools with double-shifts is now about 7o per cent. It should be added that this situation is not unique to UNRWA. Government schools in the host areas also have double-shifting, although not to the same extreme extent as in the UNRWA/Unesco schools.

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x) UNRWA Reviews, Information Paper No. 3 (Beirut, 1962), p. 4, here quoted from J. Clark, op.cit.

Financial Crisis and its Impact on School Education

Since the beginning, UNRWA has been marred by a continuing financial crisis that, over the past decade, has increasingly worsened. Over the years, various international appeals have been issued to seek improvement for UNRWA's financial position. One example of this is the following excerpt from the 197o Marrakesh Conference on education in the Arab region:

> "... Unesco should launch an international appeal, describing the conditions of the Palestine refugees and urging participation in the provision of assistance to ensure the improvement or continuation of educational services for them, emphasizing the fact that their right to education is a human right guaranteed and proclaimed by the Universal Declaration of Human Rights." x)

In spite of such appeals, the financial situation of UNRWA has not improved. On the contrary, financial prospects for the school year 198o-81 appear more clouded than during any of the previous years. While the preparatory cycle, because of the persisting crisis, on several previous occasions has been threatened with closure, the future prospects for the survival of this cycle now look particularly bleak. The quotation below sheds further light on the consequences of a closure of the preparatory cycle:

> "It is too early to be sure what expected income for 198o will be; a better estimate (than the estimated deficit of nearly $52 million) may be possible after the pledging conference of the General Assembly in November or December 1979. But if the deficit is of the size feared, it could not be met except by closing the Agency's preparatory cycle schools as from 1 July 198o (or even earlier) as well as by again not adjusting local staff remuneration to match expected further increases in the cost of living and by again postponing all capital improvements presently budgeted.
>
> It appears all too likely that closure of the Agency's preparatory schools would lead to serious disturbances in the area of operations, since the refugees would interpret this action as, in their view, another and vastly more significant move by the international community to abandon the Palestine people. The implications of this probable reaction are so serious that the Commissioner-General feels compelled to place before the General Assembly the options that are open to him." xx)

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x) Quoted from Education in the Arab region viewed from the 197o Marrakesh Conference (Paris: Unesco, 1971), p. 27

xx) Report of the Commissioner-General of UNRWA, 1 July-3o June 1979 (N.Y.:United Nations, 1979) p.7.

The options referred to in the quotation are mainly concerned with the possibilities of avoiding the closure of UNRWA/Unesco's 279 preparatory schools. Closing the preparatory schools would obviously also seriously affect the Agency's 3,o87 preparatory teachers.

The lack of sufficient funds to run the school programmes is, perhaps, most obviously reflected in the persistingly dissatisfactory conditions of the children's physical learning environment: the school buildings. This aspect is further considered in the following section.

THE PHYSICAL FRAME: THE TEACHING/LEARNING ENVIRONMENT

The School Buildings

In the early 1950s the UNRWA/Unesco school system began operations in tents, abandoned buildings and temporary shelters. One lesson that emerged from this early experience is that the use of tents for schoolrooms (as well as for living) became too expensive, since the exposure to the wind and the heavy winter rains soon made the tents unusable. After the 1967 hostilities when the Agency was once again facing the sudden pressing need for a rapid expansion of classroom facilities, the use of tents was abandoned as soon as possible in favour of prefabricated asbestos shelters (which are still in use in the so-called emergency camps in Jordan).

Today, UNRWA operates schools in UNRWA built schools and rented premises. UNRWA built schools are comprised of two types of building constructions: one- or two-storey concrete or brick-stone buildings, and prefabricated "emergency" schools, mostly of a light wooden framework construction covered by sheets of asbestos cement.

The rented premises are of many different types ranging from multi-storey apartment blocks (in Beirut and Damascus) to mud-brick houses in remote rural districts (for example in the upper Jordan Valley).

In general, the classrooms are characterized by being overcrowded. While the teacher-pupil ratios, according to the statistics presented earlier, do not suggest extreme overcrowding of classrooms - being on the average 1:38.6 and 1:29.6 (1978/79) in the elementary and preparatory schools respectively.

Attention must be drawn to the fact that the above ratios are only averages (some classrooms obviously housing more students). Furthermore, even in situations where the ratio is below 1:29.6, overcrowdedness often results from the size of the classroom. The lower ratios are usually found in the rented school-buildings in which instances 3o-4o children are often squeezed into an ordinary apartment room of 5x6 meters. In some of the Gaza schools, where it is not unusual to find more than 5o pupils in a classroom, there is crowdedness, but not overcrowdedness, since the UNRWA constructed school buildings in that Field are built to seat approximately that number of pupils per classroom.

Classes of 5o pupils or more are, none the less, not satisfactory learning environments for self-directed discovery learning (which is the fundamental teaching/learning methodology advocated by the UNRWA/Unesco Department of Education).

Appearance and Maintenance

In considering the qualitative aspects of the learning environment, one should also take into account the appearance and maintenance of the classrooms. The classrooms normally have bare walls (which have not been whitewashed for years), old-fashioned benches with very rough-surfaced table tops (which do not, for example, allow the children to make a drawing without getting the grain- and hole-pattern of the table top "rub-printed" on the drawing paper), cement floors, insufficient lighting, often no window-panes, and worn-out blackboards; storing facilities are rarely available. In some instances, there is not even space for a teacher's desk. Again, this situation is especially bleak in the city schools such as the rented premises in the city of Damascus. The situation is considerably better (however, not satisfactory) in the UNRWA constructed school buildings, but there are not sufficient UNRWA constructed schools to cope with the rapidly growing school population.

The maintenance of the school buildings varies a great deal from one school to another. Usually one "maintenance man" is employed at each school. Obviously one person cannot keep an entire school compound in good maintenance without the aid of teachers and children. In general, those schools are clean and well kept in which pupils and teachers take a profound interest in the appearance of the schools. Such schools provide a friendly learning environment which may have an important positive influence on the pupils' attitude towards learning.

While there is much talk in the Department of Education at Headquarters level about the use of low-cost teaching/learning media (especially self-made "improvised" media), these are rarely found in the classrooms, and those stored elsewhere in the school buildings are often torn and dusty, and in many instances of only little practical use. Only rarely are children's products, such as drawings and self-made learning materials put on display, although in many UNRWA built schools bulletin boards are available for this purpose. (The only "enhancement" generally found on display in the classrooms is an

Agency-produced "health calendar", presenting instructional pictures of good health habits).

When asked about the reason for the bareness of the teaching/learning environment, the teachers repeatedly put the blame on the double-shift system and the overcrowding of classrooms. It is claimed that the pupils in the second shift tear down the things put on display by the first shift's pupils, and vice versa. Also the draughty conditions in the classrooms cause drawings etc. to fall down from the walls. However, in the course of our field research we came across examples of schools in which children's art work and a great variety of self-produced ("improvised") teaching/learning materials were on display, bringing about a marked psychological effect on the pupils' learning attitude.

We strongly suspect that, while the poor physical conditions of the schools and the lack of adequate funds certainly cause difficulties, these difficulties can be partly overcome if the teachers have the capabilities and willingness to create a friendly and living learning environment.

The head teacher's attitude seems to be of decisive significance in bringing about change in the classroom atmosphere. It should be pointed out that the schools providing friendly and lively learning environments are not necessarily the UNRWA built premises (which indeed are best suited for the creation of good learning conditions). Quite often the poorest rented buildings contain the liveliest and most productive learning environments. Again, the only obvious reason for this seems to be the enthusiasm displayed by the teaching staff, and especially the head teacher.

To enhance the learning environment does not necessarily require significant extra expenditures. Some of the visited schools provided display facilities by simply stretching a string, equipped with clothes-pins, across the room to hold children's drawings, etc. In one rented school (with extremely small rooms and, hence, extreme crowdedness) activities such as folklore dancing and puppet shows (puppets produced by the children from "found" objects and discarded pieces of cloth) formed an important part of the school's programme.

Obviously, the lessons that emerge from the foregoing observations are highly applicable in other situations of a similar nature elsewhere in the world, and they prove that much can be done even under the poorest conditions.

While it is true that enthusiasm cannot be included as a formalized part of the syllabus for a teacher-training course, and "the good teacher is born, not made", we nevertheless maintain that much can be achieved through teacher training, especially in-service teacher training, related to the development of creative learning environments such as the ones referred to in the foregoing. We also suggest that teachers/head teachers who have succeeded in developing creative learning environments be "hand-picked" as instructors in in-service training courses for teachers, so that their experiences may benefit other teachers.

The Lack of Schoolrooms for Special Purposes

Most of UNRWA's schools, both Agency built and rented, do not have special purpose rooms for library, science, home economics, art, etc.

Libraries, which form an important part of the school programme, are usually kept in small cupboards. The number of books varies from a few hundred to two or three thousand (it should be noted, though, that many of these "books" are thin inexpensive paper-backs). The collections of books are usually obtained through small voluntary financial contributions from parents.

Science rooms are found in some of the Agency built schools. These rooms are rather spacious, and constructed with a view to experimentation and self-directed discovery learning. For various reasons, however, these methods are seldom applied. In many instances, in fact, lecturing constitutes a major component of the methodology applied in science teaching. In comparison with the intentions originally set forth in the science programme, this programme has not been successfully implemented on any wide scale. One major reason for this is the lack of adequate equipment and materials. In addition, the limited science equipment, that is available, is often poorly maintained.

While the head teachers and teachers repeatedly complain about lack of classrooms, the science rooms are often found empty, because these rooms are designated for science teaching only. It is, in our view, highly questionable whether the Agency can afford the "luxury" of setting aside the spacious science rooms for science teaching only while there is no space for art education and other creative activities (including home economics). The science rooms are well suited for such special purposes.

Some Agency built schools contain "multi-purpose rooms", which are used, as indicated by the name, for several different purposes, mainly art education, home economics, needle work, and - in some of the more innovative schools - drama, music, puppet shows, etc. Considering the very limited financial foundation of UNRWA/Unesco's schools, the construction of rooms that can be used for a variety of purposes seems sound and realistic.

There are no indoor facilities for physical education (including teacher-training colleges). For this school subject the play grounds are being used. Fortunately, the climate favours, for the greater part of the school year, the use of out-door facilities for physical education.

TEACHING METHODS

Generally speaking, a rather uniform mainly oral method of class teaching was observed in almost all schools visited during the field survey. The typical feature was a "talk-and-chalk" type of instruction almost exclusively utilizing the blackboard as the only visual teaching aid. Group activities, individualized instruction, or "the self-contained classroom" were nowhere found - in the true sense of those terms. The method of class teaching is not, however, by definition an evil (as is sometimes postulated). Moreover, it should be stressed that UNRWA teachers are not able to select among a varied choice of teaching methods, the method they like the best.

In judging the quality of teaching in UNRWA schools, one must again take into account the difficulty of teaching in an overcrowded classroom with almost no audio-visual teaching aids at the disposal of the teacher, and a number of other factors that seriously limit the teacher's teaching methods. Recognizing these limitations, we wish to emphasize that we were often impressed by the high quality of class teaching observed in many UNRWA schools.

In the regular classrooms, the benches are placed in rows, each bench seating two or three pupils all facing the blackboard. Most of the time, the teacher is standing in front of the pupils or walking about the classroom to help individual pupils, while the other pupils are working on their own, and to correct their work. There is only little possibility for the teacher to rearrange the classroom furniture in order to apply other teaching methods than the "talk-and-chalk" method referred to above (although rearrangements are possible in the less crowded classrooms, for example in connection with teaching methods requiring grouping of the pupils; the application of such methods was, however, observed in only very few instances in the course of our school visits).

Because of language difficulties, our observations are of limited validity in connection with judgments as to the extent to which memorization is being used, or whether the pupils are allowed to phrase their answers to the teacher's questions in their own words. While it is true that memorization is a characteristic feature of traditional Arab educational practice, it is consistently claimed that this type of learning has been abolished in the UNRWA/Unesco teaching methods. The following is a quotation from an UNRWA/Unesco publication:

> "Memorization and other ineffective methods are being replaced by those in which pupils are active and creative participants." [x]

Although this statement, in our view, is an exaggeration, UNRWA/Unesco education experts, none the less, make much effort to pave the way towards learning as a process of discovery "...in which pupils are active and creative participants". This is especially true of the English language programme, and, more indirectly, of the new attempts to use low-cost self-made teaching/learning materials being introduced via in-service teacher training.

UNRWA/Unesco education policy has, for many years, promoted the use of audio-visual teaching aids. This effort has, however, until now never effectively penetrated the practical level of classroom teaching to any broad extent. Nevertheless, the new plans of promoting the use of self-produced media appear to be promising. Again, it should be emphasized that the fact that the use of such A-V media, in the regular classroom, is very limited does not automatically indicate that the UNRWA teacher is doing a poor job. According to our observations, many teachers are capable of arousing the pupils' attention orally with the use of the blackboard as the only visual teaching aid. The criticism that may be raised in this connection may, perhaps, be directed towards the level of policy-making and the apparent dichotomy that exists between the expert level and the practical level of classroom teaching.

One significant fact that emerges from these observations is that it is of fundamental importance that the external educational expert should be very interested in learning from the practising teacher, and, in a dialogue with the teacher try to refine what is already being practised; that is, the oral method of teaching with the addition of audio-visual media that are specially fitted to this type of instruction.

As most teachers make extended use of the blackboard, it is thus important to secure that a decent blackboard, supplied with differently coloured chalks and other simple blackboard materials are readily available to the teacher, before more sophisticated media are being introduced. In short, the teachers are usually capable of arousing the pupils' attention by a traditional "talk-and-chalk" technique of teaching. However, this technique could, no doubt, be greatly improved (and varied) by the use of teaching aids developed with

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x) UNRWA/Unesco Department of Education, Recent Developments: 1975-1977. (Beirut, 1977), p.8.

attention to their suitability to "blackboard-teaching" (with which the practising teacher is so familiar).

Another "medium" which is used in all UNRWA/Unesco schools is the copy book. The copy book is used for pupils' individual work. While the pupils are working independently in their copy books, the teacher gives individual assistance and corrects work. In most instances, neatness is strictly enforced. The neatness requirement may often, in our view, be carried too far. Especially the younger pupils should be allowed to make drawings to accompany the writings. Traditional calligraphy and patterns are sometimes used to enhance the pages.

Lesson Planning

In all schools, throughout the UNRWA Fields of Operation, the same basic traditional lesson plan is systematically applied in the teaching of all academic subjects. This plan comprises five steps: (1) Introduction, (2) review of homework, (3) introduction of the new topic, (4) pupils' individual, silent work, using copy books, and (5) review of the lesson.

Considering the vast disparities in the physical teaching/learning environments, and the geographical and political circumstances under which the refugee populations live, it is somewhat surprising that the same lesson planning and teaching techniques are found in all areas of the UNRWA operation. In addition, one should also remember that there are considerable variations in curriculum requirements between the different host countries.

The same teaching methods and lesson planning applied in Agency schools are also found at all other levels of instruction throughout the education system, from elementary cycle through the level of teacher training.

The agency-wide uniformity in lesson planning and teaching techniques seems to be a direct result of the very strong centralization and supervisory system of the UNRWA/Unesco educational system. Until recently, chains of command and communication within the UNRWA/Unesco Department of Education have been a one-way downward delivery of messages, rules and regulations initiated by the Department at Headquarters level and conveyed downward through the "hierarhcy" to the local administration, offices and schools. x)

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x) As was discussed in chapter 4, this pattern of downward one-way communication may now be changed through the new policy of "biennial planning".

In the following, the typical UNRWA/Unesco lesson plan and teaching techniques are critically examined on the basis of our field observations:

In the first sequence of the lesson (introduction) the teacher typically asks a few questions related to the topic of the lesson in order to arouse the pupils' attention and curiosity. The idea of this short introductory phase is educationally valuable and should be strongly recommended, especially in the context of teaching large groups of pupils in overcrowded classrooms.

In the review of home work, the oral method of question-and-answer is almost exclusively applied by the teachers. Many of the pupils' answers are, no doubt, memorizations. Nevertheless, the pupils in most of the visited schools demonstrated an impressive eagerness to answer the questions. Usually, when a question was asked, more than half of the pupils raised their hands (and quite often, they even jumped up and shouted the answer before they were addressed by the teacher).

As we were usually accompanied by members of the supervisory staff on their normal visits to schools, we were, in spite of the language difficulties, able to get a good impression of the contents of questions and answers, since the supervisors, because of their good knowledge of English, could function as interpreters. Mention should be made, of course, of the obvious probability that our observations of pupils' and teachers' behaviour may be biased, because the presence of visitors in the classroom inevitably impairs the reliability of classroom observations. On the other hand, since we took great care to select schools and classrooms at random, we feel that our observations are reasonably reliable. It should be added that not all our observations of "review of home work" patterns were equally rewarding. In general, however, the pupils demonstrated a genuine interest in this part of the lesson.

When addressed by the teacher, the pupil stands up and delivers her/his answer in a clear tone of voice. The teachers are usually very keen to require well-phrased answers from the pupils. One-word answers are in most cases rejected.

The technique of asking questions, which is one of the very few resources available to the teacher, is an important component of UNRWA/Unesco's in-service teacher-training courses. The teachers' ability to arouse the pupils' interest in the subject matter through questions should, therefore, be interpreted as a direct result of the in-service training programme in which most of UNRWA's teachers at one or more times have participated.

The pupils' individual work is usually based either on the schoolbook or questions written on the blackboard by the teacher. Obviously, the large number of pupils in the classroom permits the teacher to provide only limited individual assistance to the pupils. Hence, children with learning difficulties are, unavoidably, too frequently not receiving any aid beyond mere corrections, or in some instances achieve no assistance.

As pointed out earlier, there is therefore a basic need for the provision of remedial, or special education in the UNRWA/Unesco schools.

In closing the lesson, the teacher normally sums up the topics covered in the period. As was the case with the introduction, this is a short sequence which is meant to "close the circle" and provide the pupils with an overall understanding of the subject of the lesson. Provided the summing-up remarks and questions really are related to the topic, this can be a good way of ending the lesson.

In a subject such as science, which naturally lends itself to experimentation, the lesson plan pictured above was applied to almost all teaching observed (not only at school education level, but also at teacher training level, both in- and pre-service with a few exceptions). This is another example of the dichotomy, referred to earlier, between the level of (external) expertise and the practical classroom teaching. On the theoretical level, the programme for science strongly stresses independent discovery learning through individual and group experimentation, but on the practical level, only few attempts were observed towards the realization of this educational goal. In an interview with an instructor at an UNRWA/Unesco teacher-training college, the instructor, who applied the methodology of discovery learning to his own teaching, complained that the graduates as soon as they had found jobs in the schools returned to the traditional way of lecturing. One major reason for this observation is, perhaps, that the newly graduated science teacher is incapable of adapting the methodology of discovery learning to the difficult conditions in the schools. In general, these conditions are imcomparable with the facilities for science education provided at the UNRWA/Unesco teacher-training colleges. Moreover, even if a school has a special room for science, the availability of equipment and materials is usually insufficient for experimental discovery learning.

The Teaching of Non-academic Subjects

In the teaching of special subjects (art, handicraft, home economics, and physical education) the normal lesson plan cannot be used. The teaching of such subjects are therefore much more dependent on the personality of the individual teacher.

In some schools a creative approach to teaching is not only being used in the traditionally creative school subjects, but has penetrated the entire school. Some of these schools arrange exhibitions of children's art, conduct field trips and perform traditional dances before an audience of other children and parents. However, in most schools, creativity is confined to the very few periods set aside for art instruction.

Activities in handicraft generally appear to be rigidly bound to the syllabus, and are comprised of excercises that leave no free choice to the boys (girls do not take handicraft lessons). Only when the teacher departs from the prescribed excercises is a true creative approach to the teaching of handicraft found. It should be added that also in connection with the teaching of non-academic subjects, the head teacher's attitude towards a creative way of teaching and learning seems to be of decisive importance.

The promotion of creativity in the act of teaching is yet another important issue that should be stressed in teacher training, not only in art education, but also in the academic subjects (especially concerning the methodology of teaching elementary school children). By stressing creativity in teacher training, the UNRWA/Unesco school education programme, which in our judgment places too much emphasis on the academic aspects of teaching and learning, might eventually become more balanced.

Discipline

Discipline is rather strict in the UNRWA/Unesco schools. In this context, discipline should not be confused with unfriendliness. On the contrary, most of the teaching which we observed in our school visits, was conducted in a friendly atmosphere. We saw neither incidences of hostility towards the pupils nor classes which were out of control. Evidently, the strict discipline is a reflection of a traditional attitude of respect towards adults.

When addressed by the teacher, a pupil will stand up before answering. Talking and moving about in the classroom will normally not be accepted. Considering the large numbers of pupils in the classrooms, the noise level is surprisingly low. In our view (which, admittedly, is biased due to our Danish background), a little more freedom for the pupils to talk to each other during individual work would be desirable. Almost all oral exchanges take the form of one-way questions from teacher to pupils. Discussions and exchanges of personal opinion between individual pupils would, in our view, be beneficial to the development of good communication skills by the pupils.

Apart from the traditional respect for adults, discipline in UNRWA/Unesco schools is influenced by the difficulty of teaching in crowded classrooms without other materials than blackboards and ordinary school and copy books. Introducing changes towards more freedom for the children to talk and move about may be very disturbing, if such changes are not also accompanied by an adequate supply of supplementary equipment and materials for individual and group work and more adequate classroom conditions.

Homework

In all our school visits, one standard question was concerned with homework.

In many instances, homework may be nearly impossible for the children, considering the circumstances under which they live. This is especially true of the emergency camps. With eight to ten persons living in small one-room, pre-fabricated shelters there is not enough space free from disturbances for the child to do homework.

In comparing the answers to the questions on the extent to which homework is a requirement, there was no significant correlation between the schools and areas visited in the field survey. In some schools the head teacher (who strongly influences her/his school's policy in matters such as homework) claimed that no less than two hours of daily homework would be sufficient, especially for preparatory school pupils, whereas other head teachers placed less emphasis on homework and took into consideration the overcrowdedness in camp homes.

There is normally no possibility for the child to do homework at the school outside school hours under the supervision of a teacher (or other adults), because of the system of double-shifting.

Although there were no significant correlations in our findings on homework requirements, higher requirements for homework are more likely to be expected in preparatory schools than in the elementary school cycle.

One curious finding may be mentioned: It was often claimed that girls need more homework than boys. The reason for this may be the traditional attitude, that girls should spend more time at home and should be prevented from too much contact with the opposite sex. Boys, according to tradition, should make themselves useful in practical matters outside the home.

The Relevancy of the Requirements for Lesson Planning and Formulation of Behavioural Objectives

The Agency-wide uniformity in lesson planning and the demands for the teachers to formulate objectives in behavioural terms are clearly traceable to the philosophy of the UNRWA/Unesco in-service teacher-training programme, in which most UNRWA teachers have participated. The trends towards such uniformity are a powerful example of the impact on teaching practice which an in-service teacher-training programme can have.

The head teachers and supervisors regularly control whether the teachers prepare their lessons in the prescribed way. If the teacher is participating in an in-service training course, she/he is also guided by the instructor who is tutoring the course.

The lesson planning required of the teacher comprises: (1) Objectives, formulated in behavioural terms (i.e., stating exactly what learning outcomes are expected from the activities planned for the lesson, and how these achievements can be measured, prefarably in quantitative terms), (2) a written plan of the sequences, or steps, into which the lesson will be divided (see the section, page 73 in which these steps are described), and (3) evaluation of pupils' achievements (measured in accordance with the terms laid down in the objectives).

We have our doubts as to the relevancy of a global application of these rather rigid requirements. In so far as training and supervision of unqualified teachers are concerned, it seems to be worthwhile maintaining relatively strict requirements for formulation of specific objectives and lesson planning. On the other hand, such strict requirements may seriously curtail the creative possibilities for capable teachers.

Concerning the formulation of specific objectives, it is appropriate, at this point, to repeat what was said earlier about considering the relevancy of rephrasing the educational terminology, applied by the UNRWA/Unesco Department of Education. The term "behavioural objective" should, in our view, be replaced by "operational objective", the latter being a "mild" version of the former; that is, objectives should still set out the activities for the lesson and the achievements to be expected and evaluated, but not necessarily in directly observable or measurable terms. Hence, our personal position is that a more flexible type of lesson planning, including the formulation of specific educational objectives, should be developed, stressing the qualitative aspects of the act of teaching and learning.

The better qualified teachers (i.e., the teachers who are beyond the stage of basic training) should be given more freedom to choose for themselves teaching and lesson planning methods suited to their personal teaching styles. Supervision of these teachers should occur in the form of a professional dialogue rather then direct guidance on the application of specific teaching and lesson planning methods.

The Problem of Giving Professional Guidance

One of the critical issues in the supervision and guidance of teachers is that the type of supervision, or professional guidance, should be adjusted to the level of professionalism of the teacher. Ranging from instruction and basic guidance to the newly appointed teachers, to a true dialogue with mature, experienced and fully trained teachers, the supervisor should skilfully operate within a continuum of different requirement levels for guidance.

This viewpoint was officially maintained by most professional staff of the Department of Education at its Headquarters level. However, our field observations revealed that a number of supervisors were not able to modify their guidance in accordance with the teachers' professional growth.

In our field survey, we usually followed the supervisors and field tutors [x)] on their routine visits to schools. This allowed us to observe actual classroom activities as well as supervisory duties.

While many supervisors adapted their advice to the teacher's level of professionalism, some supervisors displayed attitudes of superiority or even disrespect towards the teachers. In one extreme case, the visiting supervisor even interrupted the teacher (who was newly appointed), while she was teaching, to correct her in front of the pupils. Although most of the observed supervisors to some extent modified their guidance considering the professional level of the teachers, only few supervisors seemed to be able to establish a true equal dialogue with the teachers.

The conversion of supervision in any educational system from a traditional one-way communication to a two-way professional dialogue is essentially a question of training. Thus, the problems raised in this paragraph

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x) Instructors at in-service teacher-training courses (in the UNRWA/Unesco terminology more often referred to as Field Representatives) who in addition to their duties as course tutors, also are responsible for giving on-the-job guidance and to assess teacher trainees' practical teaching performance. See also chapter 6 page 84.

are some of the critical central issues related to the further training of supervisory staff.

PARENTAL PARTICIPATION

Voluntary Money Contributions

Each school receives, free of charge, all materials and equipment from UNRWA. UNRWA also pays all teachers' salaries.[x] In addition, however, most schools collect voluntary financial contributions from the parents (in spite of the fact that the contributions are voluntary, between 80 and 90 per cent of the parents usually participate in the contributions). The amounts requested by the schools are always very modest.

Pooled together these modest contributions amount to a considerable sum, none the less, that, for example, allows the school to go on field trips (which are very popular among the refugee pupils). These trips are usually social events combined with some learning aspect. Further, the contributions make possible the purchase of pieces of equipment that the school may not otherwise be able to obtain. Some schools invest the money in radio and loud-speaker equipment, meant to entertain the pupils during recess, or to amplify announcements. It should be mentioned that the collected contributions are administered by the Area Office to which the school is administratively attached. This office must approve in advance plans for spending the money.

The voluntary contribution-policy is of great importance, because it adds a sense of parental participation in, and responsibility for the running of the community school.

Parents' Participation and Co-operation with the Schools

In most instances parents are seriously interested in their children's education for the sake of the children's future prospects; but active participation in the everyday life of the community school is rare.

The question of parents' participation and co-operation with the school was also one of the standard issues raised in our school visits. This issue was concerned with formalized parents-teachers group meetings (class-

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x) As indicated earlier, UNRWA is responsible for the provision of "hardware" and the financial and administrative sides of the educational operation, whereas Unesco provides the "software" in the form of technical (professional) assistance.

or school-wise), individualized meetings, social events, etc.. In all schools, it was consistently pointed out that parents take a deep interest in their children's education, since they find that education is the only resource that the refugee youth can realistically count on for the improvement of their future prospects.

In spite of the interest that parents take in the education of their children, their association with the school consist mostly of formal meetings between the individual parent and the head teacher, and the subject or class teacher concerned. In almost all instances, these meetings take place in the head teacher's office for the purpose of remedying the child's learning or behaviour difficulties.

Formal or informal group meetings between parents and teachers seldom occur, except on graduation day. One obvious reason for this, is that the parents' employment does not permit them to come to meetings during normal working hours. Evening meetings do not, as far as we are aware, take place.

In the course of our school visits only few examples were mentioned of parents who approached the school for the purpose of participating in the everyday life of the school. Co-operation on a socially equal basis is, especially in traditional refugee communities, difficult if not impossible, mainly because of traditional attitudes of formality and respect towards the teachers.[x)]

Besides tradition and lack of time, the large number of children in each home (often 6 - 8) also makes the parents' direct participation in the everyday life of the community school difficult. It should be noted, though, that in some schools groups of parents have, in spite of the various barriers, managed to form "clubs" that participate actively in the arrangement of "field days", school garden activities, maintenance of buildings, etc., but such associations are exceptions.

Considering the importance of pupil-parent-teacher co-operation, we strongly recommend that steps be taken to encourage the possibilities for establishing such associations wherever possible. To do so is essentially a question of education of the teachers and school administrators, and the community population as a whole

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x)One example of traditional formality is the fact that when a parent is summoned to the school to discuss behaviour problems of a child, it is normally the father who is called to the meeting, since the father, according to tradition, is responsible for the child's behaviour.

and of which educators should be considered an integral part.

In those instances where tradition is the barrier to parent-teacher co-operation, it should be the job of the school to start breaking down this hindrance by "de-formalizing" the school and inviting parents more often to participate in class or school activities (and not only to summon parents for the purpose of discussing behaviour of learning difficulties). In those many cases where the school buildings are placed within or on the outskirts of the camp environment, the teachers should be given the opportunity to move about in the camp, and to talk and socialize with the camp population. This is of special importance, of course, to those teachers who are not living in camps. The "community education" aspect could be promoted through teacher training, especially in-service training, for instance in courses specifically concerned with the concepts of community development and participation.

CHAPTER 6

THE SUPERVISORY SYSTEM OF THE UNRWA/UNESCO DEPARTMENT OF EDUCATION

The organization of the school supervision system is a key to the efficiency of the UNRWA/Unesco educational operation, and is a major reason that the Agency has been able to establish and maintain a unified approach to teaching, despite the vast differencies between the five Fields of Operation. It should be emphasized that the merits of the UNRWA/Unesco supervisory system warrant considerations for a possible transfer to other refugee situations where there is great demand for supervision of un- or underqualified but practising teachers.

The UNRWA/Unesco supervisory staff[x)] comprises the following three groups:

1) Elementary School Supervisors. The Supervisors responsible for supervising elementary school teachers are especially concerned with general education in the lower elementary grades (1st through 3rd grade). Teachers of these grades teach all subjects ("class teachers"), whereas some specialization is found in the upper elementary classes (4th through 6th grade). In supervising specialized upper elementary school teachers, the elementary school supervisors co-operate with School (or Subject) Supervisors, or supervision is entirely taken over by the latter.

   Most Elementary School Supervisors are trained as elementary school teachers (i.e., they have graduated from a teacher-training college, often an UNRWA/Unesco teacher-training centre providing two years of pre-service training) and have received additional training in teaching methods and pscyhology through participation in the UNRWA/Unesco in-service training system.

   Elementary School supervisors are administratively attached to the Area Offices and directly responsible to the Area Education Officer (see fig.7 page 19).

   A job description for Elementary School Supervisors is attached to this chapter (page 89).

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x) The term "key staff" would be preferable to "supervisory staff", emphasizing the central importance of such local leadership staff roles without some of the negative connotations of authoritarianism and control.

2) School/Subject Supervisors. School, or Subject Supervisors perform their duties in both upper elementary grades and in the preparatory schools. They provide professional guidance to teachers in only one school subject, in which they normally are university trained. They also have extended practical teaching experience in the subject of specialization. In addition to their regular supervisory duties, Subject Supervisors are required to act as instructors at in-service training courses for teachers participating in specialization courses (specializing in one school subject; participants in these courses are usually elementary school teachers who wish to qualify as preparatory school teachers. See chapter 7)

Subject Supervisors are administratively attached to Field Offices and directly responsible to the Field Education Officers (see fig. 6). They collaborate closely with the educational experts, who are often internationally recruited and appointed to Headquarters (Amman Office).

See the attachment page 91 for an example of a job description for School/Subject Supervisors.

3) Field Representatives [x)] are not appointed as supervisors, but many of their duties are de facto of a supervisory nature. The Field Representatives are field based representatives of the UNRWA/Unesco Institute of Education. The Institute of Education until recently was responsible for the systematic in-service training programmes for the basic and specialized teacher training. (In addition, the Institute has also conducted a large number of non-qualifying ad hoc courses). The Institute of Education has now been amalgamated with the Teacher and Higher Education Division (see organizational chart, fig. 5). This amalgamation has resulted in some overlapping of the Field Representatives' duties with the duties of School Supervisors. The Field Representatives are primarily responsible for in-service training courses within UNRWA's five Fields of Operation, and sometimes they function as course tutors.

Because a high percentage of the in-service teacher training takes place by correspondence, one major duty of the Field Representatives is the correction of papers submitted by teachers undergoing in-service training with the Institute of Education.

Field Representatives communicate frequently with Headquarters, and it is their responsibility to ensure that instructional materials for in-service courses are available on time. The Field Represen-

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x) In many respects the duties of Field Representatives are comparable to the functions of the Extension Workers, commonly attached to community development programmes in developing countries.

tatives regularly visit teachers receiving in-service training to assess practice teaching, and to assist teacher trainees in their efforts to apply knowledge and skill, attained at a training course, to the practical teaching situation.x) A job description for Field Representatives is attached (page 93).

The assessment of practice teaching is conducted in accordance with pre-set directives (assessment form). These directives are briefly commented on in the following.

Assessment of Teaching Performance

The typical assessment form to be used by Field Representatives in their evaluation of practice teaching, is comprised of a checklist of items to be assessed and numerically graded on a scale ranging, for example, from 1 (poor) to 5 (very good). A final rating is calculated on the basis of all items covered in the assessment form (from personal traits to teaching techniques).

Such quantitative evaluation procedures may not necessarily indicate a true picture of the quality of a teacher's performance. Moreover, some of the items to be assessed and rated do not, in our view, lend themselves to exact measurement as required in some assessment forms being used by the Institute of Education (e.g. items such as "Personal traits", "Shows interest and enthusiasm" and "Offers relevant guidance to pupils".xx)

To improve the assessment procedures, we suggest that new assessment forms should be designed to emphasize qualitative evaluation procedures, and omit most of the current quantitative rating system (especially the final rating). It would, for example, be helpful if the teachers in training be given the opportunity to evaluate themselves in terms of their relationships with the pupils, and to be directly involved in professional dialogues with their supervisors with a view to reaching a qualitative assessment of the teachers' performance.

Assessing the Need for Further Training

In connection with the assessment of the need for further in-service training of practising teachers, the supervisory staff has a particularly important role. In the UNRWA Fields of Operation, in-service training courses are established upon the request of the Field

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x) The immediate opportunity to apply knowledge and skill to practical teaching situations is a great advantage of in-service training.

xx) These examples are from an experimental assessment form which, presumably, is meant to replace other forms. ("Report on a Recorded Classroom Visit").

Education Officer according to the needs of the Field as she/he evaluates these needs. In this connection the following two examples may illustrate how the needs for the establishment of new courses may arise: (1) If there has been a change in a host country's syllabus in mathematics, the UNRWA schools in this country must adopt the change. Such changes require follow-up training of teachers of mathematics. (2) UNRWA's teachers are expected to regularly participate in in-service training courses as an integral part of their profession. If a teacher has not received follow-up training for a few years, she/he will be recruited for a course relevant to her/his line of specialization.

In recruiting participants for the courses, the supervisory staff are consulted because of their personal acquaintance with the teaching force. As a result of the Field Education Officer's consultations with all the members of the supervisory staff, decisions are made as to which courses should be established.

The Importance of Supervision

The UNRWA/Unesco educational supervisory system is a highly efficient and important body. From the very first day of her/his appointment, the UNRWA teacher is closely followed by one or more members of the supervisory staff.

Many educators (especially from the industrialized world) may not like the control aspects of the supervisory system developed by the UNRWA/Unesco Department of Education. However, in evaluating this supervisory system, it is important to consider the specific need for training of un- or underqualified teachers which until recently was evident in the UNRWA/Unesco school system. Supervision in the form of continuous guidance and support was therefore considered an indispensable part of the UNRWA/Unesco school system, and of the in-service teacher-training programme in particular. Thus, the UNRWA/Unesco experience in school supervision may be a most important contribution that can be applied to other (refugee) situations - provided the proper modifications are made in order to adopt the UNRWA/Unesco supervisory techniques to changing circumstances.

It should be mentioned, that the various host countries have the right to undertake supervision in UNRWA/Unesco's schools. On the practical level, however, external supervision has no direct effect on teaching practice in the schools. (Influence from governments of host countries is, on the other hand, a decisive factor at the level of educational policy-making and curriculum development).

After 1964, when the Field Representatives were appointed to the in-service teacher training programme,x) the

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x) In connection with the establishment of the UNRWA/Unesco Institute of Education.

need for co-ordinating the duties of the supervisory and Field Representative staffs soon became evident. In our interviews with the Headquarters staff concerned, examples were frequently quoted of Field Representatives who, in the beginning, gave advice to teachers that contradicted guidance provided by Subject Supervisors. In order to solve this problem of co-ordination, regular meetings were held between the Subject Supervisors and Field Representatives. Unfortunately, these meetings were discontinued without apparent reason, despite the general consensus that such meetings were useful. Evidently, these meetings were an efficient way not only to ensure the continuous professional growth of supervisory staff, but also of other professionals (e.g. international experts) attached to the educational system.

Further Training of Supervisory Staff

Although some follow-up training of the UNRWA/Unesco supervisory staff is provided, expansion of such training would, presumably, be beneficial to the supervisors in the conduct of their various duties.

Many UNRWA/Unesco educational supervisors have received further training abroad through scholarships. While this type of training should be maintained, regular follow-up training, directly related to education in the UNRWA/Unesco school system, should be added, and existing course programmes should be expanded.

Supervisory staff, no doubt, will often be in need for further training, no matter what educational system they are appointed to. In general, it is strongly recommended that provision for the continuing training of "key staff" (such as school supervisors) be made a built-in part of any comprehensive educational operation. In connection with mass, or emergency education in newly established refugee camps, this recommendation is of particular importance, since the availability of sufficiently trained personnel to fill the posts of key staff is likely to be extremely limited.

The follow-up training of supervisory staff should include information on new developments in educational theory and practice related to the staff's area of interest (e.g. education of socially deprived children, the use of mass communication media in refugee education, the role of key staff in educational planning and programme implementation, etc.), and professional dialogues (e.g. between international experts and supervisory staff).

The Role of Head Teachers

The supervisory duties of head teachers of UNRWA/Unesco schools might have been mentioned as a fourth category of supervision. Although the head teachers are not solely appointed as supervisors in the educational programme, supervision of teaching staff is, none the less, one of their major duties. In their capacity as supervisors, head teachers perform such activities as guidance of teachers in their preparation of lesson plans, regular classroom observations, etc.

In the course of our school visits we observed some examples of head teachers who, in our judgment, actually controlled teachers rather than guided them. Qualified teachers should not, however, be exposed to control. Supervision of fully qualified teachers by head teachers (or any other supervisor) should be conducted in a professional atmosphere of "give-and-take" based on mutual respect. In the UNRWA/Unesco schools, head teachers play a decisive role in the formation of the teaching staff's attitudes towards teaching. Evidently, head teachers are able to promote enthusiasm and productive teaching/learning environments in their schools. (In a similar manner, a head teacher may be responsible for bringing about a non-productive teaching/learning environment).

Courses for head teachers are included in the in-service training programme conducted by the Department of Education. These courses emphasize the administrative and supervisory functions of head teachers. We do not know, however, to which extent the above aspects of supervision are dealt with in these training courses.

One important generalization that can be based on these observations is, that it is important that provision for continuous in-service training of head teachers be ensured, particularly training which emphazises the supervisory responsibilities of head teachers, especially related to the formation of positive attitudes towards teaching and learning in their schools.

Other refugee situations, particularly in those situations in which only few - or perhaps only the head teachers - are fully qualified teachers, may benefit by similar in-service training programmes for head teachers.

Appendix A

JOB DESCRIPTION

Job Title: Elementary School Supervisor

Grade: lo

District: Field

Department: Education

1. NATURE AND EXTENT OF JOB:

A. Basic Function:

Technical supervision of UNRWA elementary schools in the area of his assignment.

B. Work Performed:

i) Supervises UNRWA Elementary schools, classes and teaching staff in accordance with an approved schedule of inspection with the object of promoting the general level of education offered by UNRWA to Palestine refugees within existing budget limitations and established standards.

ii) Exercises supervisory and reporting duties related to the broad scope of work given in the preceding paragraph. This comprises a variety of functions of which the following are the most salient:

- a) technical guidance to teachers and headteachers;
- b) preparation of reports on the performance of teaching staff;
- c) assessing and reporting the progress of work in the implementation of the curriculum.

iii) Where applicable, supplements the Area Education Officer in the performance of functions which are basically identical, but with special emphasis on inspection work at elementary school level.

iv) Performs other duties as may be assigned.

2. MINIMUM QUALIFICATIONS:

A. Academic:

i) Combination of complete secondary school certificate plus at least two years of professional training as a teacher; or

ii) Combination of complete preparatory school certificate plus at least four years of professional training as a teacher; or

iii) Such other academic and/or professional certificates as are in the opinion of the Director of Education and the Comptroller equivalent to the above.

B. Experience:

A minimum of 5 years of classroom teaching plus a minimum of 3 years in school administration and/or inspection.

C. Language:

An excellent knowledge of written and spoken Arabic, and correctness and ease in the use of English.

D. Other Abilities:

Tactfulness, ability to work with people, good judgment, initiative, resourcefulness, willingness and ability to shoulder responsibility.

3. SUPERVISION AND ASSISTANCE RECEIVED:

A. Supervisor (at Area Level):

Area Education Officer, and Area Officer.

B. Technical Supervision and Assistance:

Functional supervision is received through instructions issued by the General Education Officer. Technical Assistance is also offered by the latter and through manuals, publications and other material issued by UNRWA/UNESCO.

4. RESPONSIBILITY AND AUTHORITY:

Is responsible and accountable for the inspection, supervisory, informative and reporting functions assigned to him within the scope of the present job description.

Appendix B

JOB DESCRIPTION

Job Title: School (Subject) Supervisor (Social Studies)

Grade: 12

District: Field

Department: Education

1. NATURE AND EXTENT OF JOB:

A. Basic Function:

Is responsible to the Field Education Officer for the training of teachers of Social Studies, and for the overall supervision of Social Studies teaching in the UNRWA's schools in the area of operations assigned to him.

B. Work Performed:

i) Assists the Social Studies Specialist in:

a) the selection of the most qualified and capable teachers of these subjects in UNRWA preparatory and elementary schools;

b) the drafting of a suitable in-service programme of teacher training in collaboration with UNRWA/UNESCO Institute of Education; and

c) the carrying out of training programmes as and when required by the Department of Education.

ii) Guides Social Studies teachers in the classroom by demonstration and criticism, and submits to the Field Education Officer technical reports on the work of these teachers.

iii) Keeps in direct contact with the work being done in the fields of Social Studies professional training at the Teacher Training Centers and at the UNRWA/UNESCO Institute of Education.

iv) Eventually, advises on the suitability of Social Studies teaching materials including textbooks and the success of methods in use in the schools, and makes constructive recommendations.

2. MINIMUM QUALIFICATIONS:

A. Academic:

University Degree in Social Studies or an equivalent academic level to the satisfaction of the Director of Education and the Comptroller plus one year of professional training as a Teacher.

B. Experience:

A minimum of 5 years of classroom teaching in Social Studies plus a minimum of 3 years experiences as a Headteacher and/or School Supervisor, or as a staff member of a Teacher Training Center.

C. Other Abilities:

An active personality, demonstrable interest in the teaching of Social Studies, good human relationship, organizing ability and power of leadership.

3. SUPERVISION AND FUNCTIONAL ASSISTANCE RECEIVED:

A. Supervisor:

Field Education Officer.

B. Functional Assistance:

i) Field Education Officer.

ii) Teacher Training Specialist (Social Studies).

iii) Personnel of UNRWA/UNESCO Institute of Education.

iv) Area Officer (as applicable).

4. RESPONSIBILITY AND AUTHORITY:

Ensuring the proper teaching of Social Studies in UNRWA Schools.

Appendix C

JOB DESCRIPTION

Job Title: Institute of Education Field Representative

HQ.or Field : Field

Department: Education

Division: Institute of Education

1. NATURE AND EXTENT OF JOB:

A. Basic Functions:

Acts as the representative of the Institute of Education in the area of operation assigned to him. Organizes and supervises the study and training of the student teachers attached to him in accordance with the Institute's programme of in-service training.

B. Work Performed:

i) Assists in recruiting teachers for the various in-service training courses organized by the Institute.

ii) Issues course study work assignments to student teachers, collects answer papers and forward them to the Institute for correction, and returns them to student teachers with the necessary guidance and advice.

iii) Organizes and supervises the issue of other study material in the form of reference books and other educational materials.

iv) Extends tutorial guidance in connection with the self-study of the student teachers attached to him.

v) Organizes and conducts weekly seminars for each of the seminar training groups placed under his charge.

vi) Visits schools to develop the practical teaching ability of the student teachers, advises them on teaching methods, and maintains regular follow-up of their work in the classroom.

vii) Assists in vacation courses organized by the Institute in his own territory or in other territories as required by the Director.

viii) Maintains up-to-date records of the study and progress of the student teachers under his control.

ix) Ensures liaison between student teachers and the Institute.

x) Prepares and submits reports periodically and as required by the Director of the Institute.

xi) Performs other duties as may be required by the Director of the Institute and/or the Field Education Officer.

2. MINIMUM QUALIFICATIONS:

A. Academic and Professional:

i) A university degree in one of the subjects of the general education curriculum plus one year professional teaching training; or

ii) A university degree in education; or

iii) Such other academic and/or professional qualifications as are in the opinion of the Director of Education and the Comptroller equivalent to the above.

B. Experience:

A minimum of 5 years school level teaching plus 3 years in education administration, the latter being limited to experience as a Head Teacher, School Supervisor, Area Education Officer or similar type at equivalent level.

C. Special Training Course:

The successful completion of a special training course organized by the Institute for Institute Field Representatives or for reserves.

D. Knowledge and Skills:

Good knowledge of Arabic and good working knowledge of English; sound knowledge of general principles of education and teaching.

E. Other Abilities:

Imagination and initiative, ability to endure long periods of concentrated work, demonstrable interest in in-service teacher training, active personality, tactfulness and good human relationships, organizing ability and power of leadership.

3. SUPERVISION AND FUNCTIONAL ASSISTANCE RECEIVED:

A. Supervision:

i) Administrative Supervisor:

Field Education Officer and, where applicable the Area Officer in case the Field Representative is stationed in an Area.

ii) Technical Supervisor:

Director, UNRWA/UNESCO Institute of Education.

B. Functional Assistance:

i) In technical matters:

The Director and the Specialist staff of the UNRWA/UNESCO Institute of Education.

ii) In administrative matters:

The Field Education Officer and, where applicable, the Area Officer.

4. RESPONSIBILITY AND AUTHORITY:

A. Employees:

Any clerical staff attached to him.

B. Operations and Functions:

Is responsible for the organization and implementation of the Institute's in-service training programme within his allocated area or areas, in coordination with the Field Education Officer and the other Institute Field Representatives. He is also expected to advise on the Institute's programme and plans when called upon to do so or when he considers such advice necessary as a result of his experience in the Field.

C. Equipment and Materials:

Is responsible for the safe custody of all equipment and materials issued to him for official use and for the distribution and collection of work assignments and other educational materials issued to the student teachers attached to him.

7th March 1968. Coordinated with Director of Education

CHAPTER 7

THE UNRWA/UNESCO INSTITUTE OF EDUCATION: IN-SERVICE TEACHER TRAINING

The various Divisions of the UNRWA/Unesco Department of Education, notably the School Education Division,[x] had since the early 1950s provided on-the-job training for their teaching staffs. The capacity of these courses, known as "Departmental Courses", was, however, limited.

The problem of training UNRWA's many un- or underqualified teachers was not systematically attacked until 1964 with the establishment of the UNRWA/Unesco Institute of Education (in the following referred to as the "Institute of Education", or the "Institute" for short). This puzzling delay is accountable to the non-availability of extra funds and adequate teaching techniques that could have enabled UNRWA to deal effectively with the problem of providing training for its serving teachers in the 1950s.

There was, however, wide consensus among the educators interviewed in our field research that an earlier implementation of the Institute's in-service programme would have been highly beneficial to the educational system. Hence, in general, it should be considered desirable to establish an efficient in-service teacher-training programme simultaneously with the establishment of a school education programme in any large-scale educational programme for refugees.

As indicated earlier, the Institute of Education has recently (in 1979) been amalgamated with the Teacher and Higher Education Division. In this chapter reference will, none the less, be made to the "Institute of Education" as a separate division both for simplification of language and for the reason that the Institute de facto still operates rather independently in despite of its integration into the Teacher and Higher Education Division.[xx]

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x) Earlier name for the School Education and Teaching Methods Division.

xx) This Division is, in fact, often referred to as having two separated branches: one for pre-service and another for in-service teacher training.

The central objective of the programme developed by the Institute was, and still is "...to improve the quality of education in UNRWA/Unesco schools through in-service teacher education courses and related activities."[x)]

The basic techniques and logistics of the Institute's in-service training programme may be transferable (with the proper modifications) to other situations in which there is a demand for intensive on-the-job training of underqualified teachers. The possibility of transfer of the Institute's methodology is supported by the experiences of the Institute's unit for Extension Service which was formally established in 1972. Under this programme, the techniques of the Institute's approach to in-service teacher training has been applied in governmental teacher-training projects in a number of Arab countries. (The Extension Service Programme has now been discontinued despite its apparent success. We have not been able to discover the reasons for this decision). The Extension Service Programme is described on pages 123-126.

Because the experiences of the Institute of Education are considered of great importance and of direct interest to others involved in refugee education, or other large-scale educational enterprises, this chapter focuses on the Institute's approach to in-service teacher training, to the exclusion of the Departmental courses referred to above.

The organization of the Institute of Education is shown in detail in the chart on the following page.

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x) UNRWA/Unesco Department of Education, Institute of Education: Present Situation and Prospects after 1978 (November 1978), p. 2. Unpublished.

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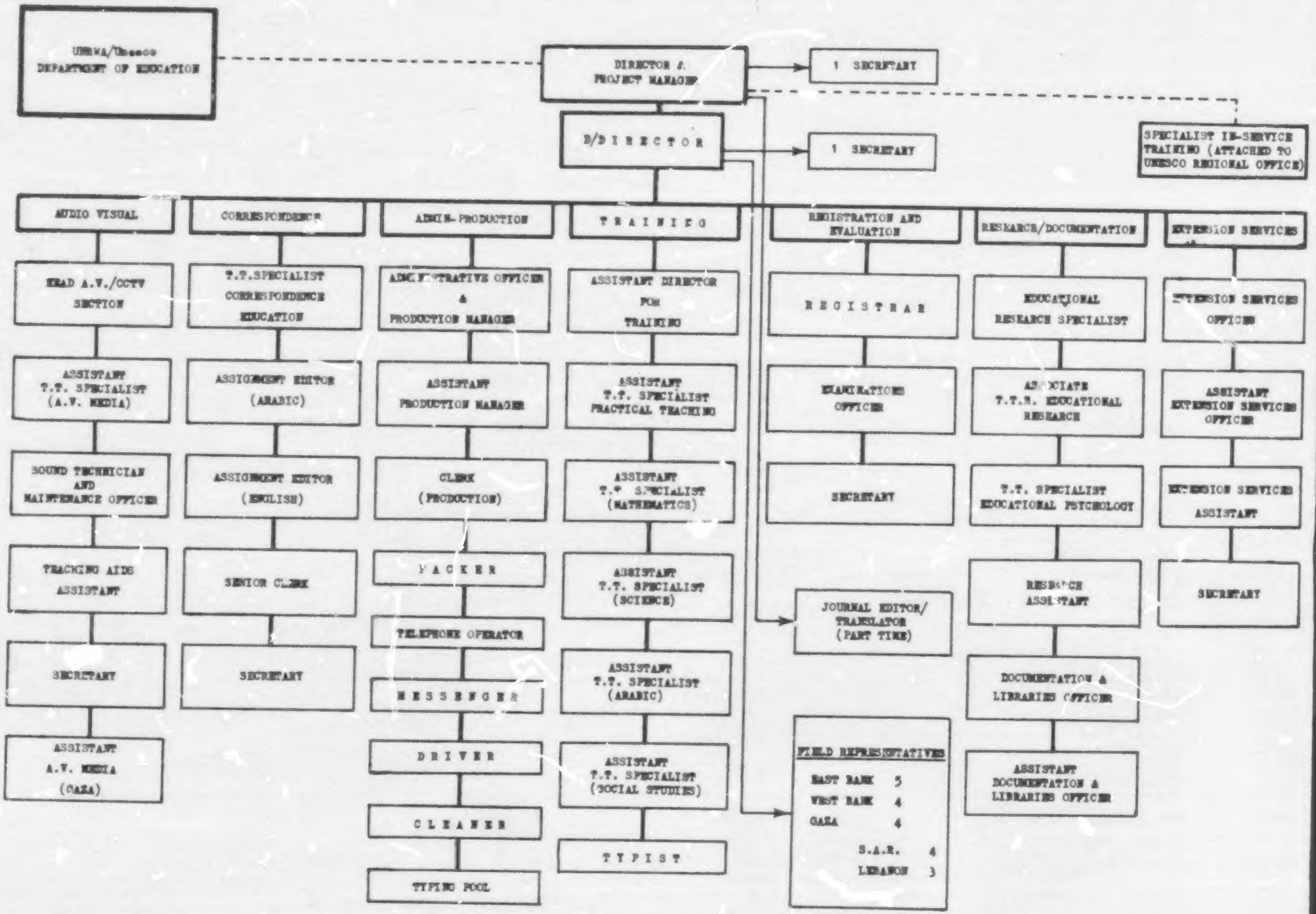
UNRWA/Unesco DEPARTMENT OF EDUCATION
DIRECTOR & PROJECT MANAGER
1 SECRETARY
D/DIRECTOR
1 SECRETARY
SPECIALIST IN-SERVICE TRAINING (ATTACHED TO UNESCO REGIONAL OFFICE)
AUDIO VISUAL
HEAD A.V./CCTV SECTION
ASSISTANT T.T. SPECIALIST (A.V. MEDIA)
SOUND TECHNICIAN AND MAINTENANCE OFFICER
TEACHING AIDS ASSISTANT
SECRETARY
ASSISTANT A.V. MEDIA (GAZA)
CORRESPONDENCE
T.T. SPECIALIST CORRESPONDENCE EDUCATION
ASSIGNMENT EDITOR (ARABIC)
ASSIGNMENT EDITOR (ENGLISH)
SENIOR CLERK
SECRETARY
ADMIN-PRODUCTION
ADMINISTRATIVE OFFICER & PRODUCTION MANAGER
ASSISTANT PRODUCTION MANAGER
CLERK (PRODUCTION)
PACKER
TELEPHONE OPERATOR
MESSENGER
DRIVER
CLEANER
TYPING POOL
TRAINING
ASSISTANT DIRECTOR FOR TRAINING
ASSISTANT T.T. SPECIALIST PRACTICAL TEACHING
ASSISTANT T.T. SPECIALIST (MATHEMATICS)
ASSISTANT T.T. SPECIALIST (SCIENCE)
ASSISTANT T.T. SPECIALIST (ARABIC)
ASSISTANT T.T. SPECIALIST (SOCIAL STUDIES)
TYPIST
REGISTRATION AND EVALUATION
REGISTRAR
EXAMINATIONS OFFICER
SECRETARY
JOURNAL EDITOR/ TRANSLATOR (PART TIME)
FIELD REPRESENTATIVES
EAST BANK 5
WEST BANK 4
GAZA 4
S.A.R. 4
LEBANON 3
RESEARCH/DOCUMENTATION
EDUCATIONAL RESEARCH SPECIALIST
ASSOCIATE T.T.S. EDUCATIONAL RESEARCH
T.T. SPECIALIST EDUCATIONAL PSYCHOLOGY
RESEARCH ASSISTANT
DOCUMENTATION & LIBRARIES OFFICER
ASSISTANT DOCUMENTATION & LIBRARIES OFFICER
EXTENSION SERVICES
EXTENSION SERVICES OFFICER
ASSISTANT EXTENSION SERVICES OFFICER
EXTENSION SERVICES ASSISTANT
SECRETARY

Figure 11 Organization of the UNRWA/Unesco Institute of Education, 1975.
Source: UNRWA/Unesco Department of Education

HISTORY

In the fall of 195o, following the establishment in May of the UNRWA/Unesco co-operation, approximately 7o elementary schools, accomodating 37,7oo pupils, were in operation. Approximately 8oo teachers were employed in the school system.

Statistics, recorded by the end of 195o, on the general educational background of UNRWA's 834 teachers, show that 175 teachers had completed 1o years of general school education, 361 had received 8 or 9 years of schooling, and 298 teachers had received only elementary school education, in some instances with one additional year of lower secondary education.x)

No statistics are readily available as to the percentage of teachers who had received training beyond the level of general education. Various documentary materials suggest, however, that the number of fully trained teachers was very limited. While some of the few certified teachers were soon promoted to administrative posts in the UNRWA/Unesco educational system, others left refugee education to accept better paid jobs in government schools of the host countries or other Arab states.

The drain of certified teachers away from the Agency's schools continued to be a serious problem. The Department of Education estimates that the Agency lost nearly 3oo teachers a year in this way during the late fifties and the early sixties. At the same time there was a rapid increase in the school population (especially following the inclusion of preparatory education in the UNRWA/Unesco school system). As a result of these trends, the ratio of certified teachers continued to decrease despite the various efforts made by the Agency to prevent this situation.

Teacher Training, 1950-1964

From the early 1950s the Department of Education organized short-term summer vacation courses for serving teachers in an attempt to remedy the deteriorating quality of teaching in the Agency's schools. The capacity of these courses was, however, far from sufficient to cope with the need for teacher training.

These first "Departmental" in-service teacher-training courses were mainly concerned with basic elementary school subjects and handicrafts. The training programme

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x) H. Ryffel, *A New Approach to Teacher Education Through In-service Training* (Beirut: UNRWA/Unesco Institute of Education, 197o). Unpublished.

also included more specialized courses in English, Arabic and mathematics as well as courses for head teachers and supervisory staff.

From the beginning, Unesco expert staff was involved in the organization, supervision and conduct of the training courses for teachers. The number of teachers receiving such training increased from 397 in 1951 to 1,089 in 1958. The ratio of un- or underqualified teachers in the UNRWA schools was, non the less, continously growing due to the drain of qualified teachers away from the UNRWA/Unesco school system.

During the same period (195o-64) the newly established teacher-training colleges were beginning to produce teachers. In the beginning, approximately 2o teachers were graduated per year; but in the mid-sixties the number of graduates had grown to 450. However, the majority of these new teachers found employment outside the UNRWA/Unesco school system.

Parallel with the increase in pupil enrolment, the Agency had to appoint large numbers of unqualified new teachers in order to avoid closing schools and turning children away from education. In the early 1960s approximately 90 per cent of UNRWA's total teaching force of more than 4,000 teachers were thus considered professionally un- or underqualified.

Not surprisingly, the classroom teaching was of a poor quality. In general, the teachers were not able to deviate from the textbook or to attend to the specific learning needs of individual pupils. x)

Since the traditional means of seeking solutions to the problem of training the underqualified serving teachers had failed, new methods must be considered. In his report for 1963, the Commissioner-General of UNRWA therefore stated:

> "The traditional method of solving such a problem (of training underqualified serving teachers) is for teachers to withdraw from the schools for full courses at training colleges; but it would require a decade or longer and considerable expense to bring UNRWA teachers up to the desired standard by this method. The Agency's Department of Education has therefore been studying alternative methods for the the in-service training of teachers, which would enable them in time to qualify for diplomas while carrying on their regular classroom duties." xx)

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x) See Unesco, Better Teachers (Paris: Unesco, 1970) p. 36 for a description of this situation.

xx) Quoted from H. Ryffel, op. cit. pp. 22-23.

Foundation of the UNRWA/Unesco Institute of Education

The establishment in 1964 of a specialized in-service teacher-training institute was made possible through UNRWA's co-operation with Unesco, and with the help of a special assistance contribution provided by the Swiss Federal Government.

Prior to the opening of the Institute of Education, consultations with Unesco on the professional aspects of the development of an in-service "emergency training programme" had been carried out. In 1963, a Unesco educational expert, upon the completion of a field study of the circumstances in the UNRWA/Unesco schools and the professional capabilities of the teachers, suggested a plan of action with the objective to provide large-scale on-the-job training for un-and underqualified teachers, and hence with the ultimate aim to improve the quality of school education for refugee children. This plan should be carried out by a specialized educational institute.

The teacher training techniques proposed in the consultant's plan, combined with the "IBE (International Bureau of Education) Recommendation No. 55 (1962) to the Ministries of Education on the Further Training of Primary Teachers in Service"[x), formed the framework of the approach to in-service teacher training developed by the UNRWA/Unesco Institute of Education.

In essence, the plan concentrated on correspondence teaching methods in combination with face-to-face teaching (hence the process was later called the "Integrated Multi-media Approach"). Under the apparent influence of the rapid developments in communication and educational technology, which marked the early 1960s, the planners of the new

---

x) Among other recommendations, this paper stated: "In organizing further training for primary teachers in service the competent authorities should consider three broad categories of teachers: a) unqualified teachers; b) qualified teachers, who may thereby supplement their general knowledge and improve their teaching techniques; c) qualified teachers desiring to acquire additional qualifications or to train for other duties within the education service."
The IBE Recommendation No. 55 is published in Unesco, Better Teachers (Paris, 197o), appendix 1.

Institute of Education placed heavy emphasis on the application of technology in its multi-media approach.[x)] Over the years of operation, only minor modifications have been made in the Institute's approach to teacher training.

The plan of action proposed by the Unesco consultant stated that

> "Large numbers of UNRWA teachers are considered unqualified either because of limited academic or professional qualifications or training. Furthermore, even those teachers considered qualified by virtue of holding a certificate could profit from continued in-service training in new educational methods and in new curriculum approaches in the various subject areas.
>
> It is unrealistic to propose that the nearly 5,000[xx)] UNRWA teachers be brought to a training institute for in-service training on any regular basis. However, an in-service training extension service, planned and directed by a Teacher Training Institute with research, training, and clearing house facilities, is entirely feasible. Such a centre would utilize "multiplier" techniques and would basically be charged with the preparation of pilot materials and research on new approaches in methodology, with the training of field representatives to organize conferences and workshops in each geographic area where UNRWA schools are situated, and with the planning and supervision of correspondence study courses.
>
> .... the Institute might well plan for the following special facilities:
>
> 1. Closed-circuit Television to permit the observation of in-classroom experiences via television (in lieu of the usual direct observation in the rear of the classroom). The closed-circuit system should provide for kinescoping equipment so that filmed recordings can be made of classroom activities, these filmed recordings to be edited for further use in in-service teacher training, in field centres. Such a closed-circuit system with kinescoping facilities would cost an initial 55-60 thousand dollars and should probably be considered only after the first year or so of Institute operation.

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x) This subject is discussed in depth in a following section, see page 1o9.

xx) Estimated for 1964/65. In 1961/62 the total teaching force numbered 4,o23.

2. A laboratory to train field representatives in the production of programmed instruction and audio-visual materials, ranging from flannel graphs of mathematical models, and to produce training and pilot materials for use in the field. Universities in the region have subject matter faculties which must be used in planning the content of these materials.

3. Library and reference facilities. Assuming the Institute is established in conjunction with an on-going institution, such facilities would be in part available.

4. Editorial and printing facilities for duplication of training and other materials. Assuming establishment of the Institute in conjunction with other facilities, such resources would be feasible.

.... In essence, what is proposed is an extension in-service teacher education system planned and developed by a new teacher training Institute. The Institute will maintain an extension system consisting of 9 Field representatives the first year, and 18 representatives after the second year.

The Institute will plan and conduct correspondence study courses in both academic and professional areas. Content specialists will be engaged as needed at the institutions in the area to help in planning the courses, grading papers, and conducting supervised study week-end and summer sessions.

Field representatives will be generalists charged with implementing the system and with finding the right resource when needed. They will organize field activities, train in local production of A.V. materials, set up professional library services, distribute the Institute newsletter, encourage enrollment in the correspondence courses, etc..

Field Representatives will spend the initial year at the Institute planning correspondence study materials, some of which will be in the form of programmed instruction. Also broadcast lectures may be provided to supplement the correspondence study materials.

The centre will publish a periodic newsletter and may offer language laboratory training for advanced language work by Field supervisors. Although the Centre will limit its work in the beginning to upgrading the qualifications of elementary teachers, it will expand later to training for secondary school teachers (and conceivably would make its materials available for use by government teachers

> other than UNRWA). Attempts should be made to get government and/or university sanction for courses given by the Institute, although this might come after the system has been established for a time." x)

Although the Spaulding memorandum in combination with the IBE Recommendation No. 55 basically was followed, some of the proposed techniques and phases had to be significantly limited or entirely given up in the actual implementation of the teacher-training programme. First, the proposed planning period, which included training of Field Representatives, was shortened from one year to only three months; this short and insufficient planning period seriously curtailed the efficiency of the implementation of the programme. Second, radio broadcasting was never established mainly because of the political circumstances of the area. Third, an (Unesco) expert on correspondence education was not appointed to the programme until the end of the planning period and was therefore not able to give advice and sufficient instruction on distance teaching methods to the Field Representatives. Fourth, programmed instruction was never applied in the in-service training programme on any wide scale; apparently the consumption of time and resources required for the development of programmed instruction was beyond the capacity of the Institute of Education. Fifth, the government and/or university sanction, referred to in the last clause of the Spaulding memorandum, has never been obtained. In this context, however, it is important to realize that the official external approval of the Institute of Education certification is not considered a basic objective by the Institute. The central aim of the in-service training programme was from the beginning, and still is, the improvement of the quality of teaching in UNRWA's schools, and not training and certification for the personal benefit of individual teachers.

The foregoing observations are considered of direct interest to others involved in refugee education. Most important is, perhaps, the observation concerning allocation of time for the planning of educational innovations such as the UNRWA/Unesco in-service teacher-training programme. Because of the inadequate time allocated to the planning of the UNRWA/Unesco programme, the in-service training of teachers started without sufficient materials and adequately trained tutorial staff resulting in serious limitations in the outcomes of the first courses. Hence, adequate time must necessarily be allotted to the planning of the entire process before such a programme is actually implemented. (The time needed for planning varies, of course, with the complexity and scope of the programme).

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x) Seth Spaulding, Suggested Plan for UNRWA Teacher Education Institute, drafted in Beirut on 23 July 1963. Edited in Paris (Unesco) with minor modifications on August 6, 1963. Unpublished.

Different Types of Courses

The Institute's in-service training operations were planned in phases providing the following types of courses:x)

1) Basic courses for the training of unqualified elementary teachers.
The basic in-service teacher-training courses are organized for teachers at the elementary level who have no previous professional training. Normally, these courses provide two-years basic professional training for teachers who hold the Tawjihi Certificate xx) or its equivalent. In addition, the Institute has conducted three-years courses for teachers with qualifications below Tawjihi level.

2. Courses for unqualified preparatory teachers
These courses can be divided into two categories:

   (a) Two-years specialized courses for teachers at the preparatory level who are assigned to teach one subject at that level, and who hold the Tawjihi Certificate, its equivalent or above (e.g. University training), and a certificate testifying their successful completion of the Institutes two-years basic professional course (see 1, above) or its equivalent.

   (b) Three-years courses organized specially for preparatory school teachers who hold the Tawjihi Certificate or its equivalent but have no professional training.

3. Courses for key education personnel
Three different types of courses have been organized for:

   (a) Head teachers
   (b) School supervisors
   (c) Teacher training instructors

4. Re-orientation courses to meet curricular changes
Curricular changes (in host country curricula) have especially concerned English, mathematics and science.

5. Refresher courses
This type of courses are held to ensure the continuous improvement of teaching and learning at elementary

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x) Information provided in this section is based on Samira Khoury (ed.), Teacher-Student and Present Situation and Prospects after 1978. (UNRWA/Unesco Institute of Education, 1975 and 1978)

xx) Upper secondary school certificate.

school level. Special emphasis has been placed on the teaching of Arabic and mathematics.

6. Ad hoc courses
These courses are established for the purpose of meeting special needs. A variety of subject matter has been covered within this category of courses, for example in physical education, home economics, arts and crafts education, school library activities, production of simple teaching/learning media, etc..

Normally, all courses in the categories 3-6 are of one year's duration. While the basic courses and courses for unqualified preparatory teachers are directly geared towards upgrading and promotion of teachers, the other four types of training may be beneficial to the participants in terms of various incentives (e g. salary increments), but do not automatically lead to promotion.

Over the years of operation, the emphasis in the training programme has shifted from "emergency" training of unqualified teachers to regular follow-up training of fully qualified teaching staff. The most tangible illustration of this change is the fact that the need for the training of unqualified elementary school teachers is now almost non-existent (1979/8o). This changing role of the Institute of Education is illustrated statistically in the table on the following page.

With this shift in emphasis, the Institute of Education has accomplished its original objective of training practising un- or underqualified teachers.

The Model Design for In-service Courses

The basic components[x)] of the Institute's training courses are these:

1. A series of self-study work assignments ("assignments" for short) supplied on a correspondence course basis, which structure the curriculum, and provide the basic study content.

2. Direct guidance of the trainees by the school supervisory staff and the Field Representatives. In connection with the practice teaching component, the Field Representatives make periodic visits to observe each trainee in the classroom followed by a critical discussion of the trainee's performance.

3. Summer courses usually of two weeks' duration in which instruction is provided by Institute staff members, Subject Supervisors and other experts on subject matter and educational theory and practice.

[x)] See also the section on the "Multi-media-Approach" page 1o9.

Table 13
In-service Teacher Training for UNRWA/Unesco Teaching Personnel Comparative Enrolment Figures from 1964/65 to 1977/78

Course	64/65	65/66	66/67	67/68	68/69	69/7o	7o/71	71/72	72/73	73/74	74/75	75/76	76/77	77/78
Basic	862	15o6	1552	1398	927	653	448	29o	(June 73) 212	(June 74) 257	(June 75) 263	(June 76) 188	(June 77) 145	(June 78) 11o
Preparatory	-	-	-	19o	62o	685	7o7	39o	254	123	196	324	327	319
Key staff	-	-	-	-	-	52	141	215	148	134	6o	25	63	-
Re-orientation	-	-	-	-	-						162	7o	2o7	584
Refresher	-	-	-	-	-	75	69	247	593	534	133	112	64	91
Ad hoc	-	-	-	-	-						283	235	168	196
Total	862	15o6	1552	1588	1547	1465	1365	1142	12o7	1o48	1o97	954	974	13oo

Source: UNRWA/Unesco Department of Education: Institute of Education. Present situation and Prospects,1978, page 6o.

Following is an example of the modular design for a two years basic course (as developed in the beginning of the Institute's operation). Although other types of courses are of one year's duration and may be concerned with only one field of subject matter, the methodology applied in the planning of such courses is basically the same as in the example.

First year

Professional training

1. Correspondence work

General education	18 assignments
Educational psychology	6 assignments
Teaching of arithmetic	12 assignments + 1 supplement
Teaching of Arabic	11 assignments

2. Direct teaching

Weekly seminars

Practice teaching and demonstration lessons

Three-week summer course

Teaching of Arabic	First week
Audio-visual aids	Second week
Teaching of arithmetic	Third week

3. Intermediate examinations (over a two-day period)

Basic principles of education (objective test)	1 hour
Psychology (objective test)	1 hour
Basic principles of education and psychology	2 hours
Teaching of Arabic	2 hours
Teaching of arithmetic	2 hours

Second year

Professional training

1. Correspondence work

Teaching of general science (elem.level)	6 assignments
Teaching of social studies	6 assignments
Teaching of religion	4 assignments
Teaching of physical and health education	4 assignments
Teaching of art	4 assignments

Refresher and continuation in academic subjects

Arabic and religion	6 assignments
Mathematics and science	8 assignments
Social studies	6 assignments

Specialization study course

Arabic, science, social studies, mathematics, English or French, handicraft (for men), special infant method (mainly for women)

Choice of eight assignments in one field

Project

Each trainee is to do a research paper on a topic selected from a list of some two dozen

2. Direct teaching

Weekly seminars

Practice teaching and demonstration lessons

Two-week summer course

- Arabic
- Continuation course in methods of teaching science and social studies in primary school
- Art Education
- Specialization subjects, as chosen in the correspondence work

3. Final examination

Source: J. Lyle and F. Kahnert, The In-service Training Programme for UNRWA/Unesco Teachers, in W. Schramm et al., New Media in Action, Case Studies for Planners (Paris: Unesco/IIEP, 1967), vol. 2, p. 187.

THE INTEGRATED MULTI-MEDIA APPROACH TO IN-SERVICE TEACHER TRAINING:

THE METHODOLOGY DEVELOPED BY THE INSTITUTE OF EDUCATION

A multi-media approach to instruction, as defined in this report, is essentially face-to-face teaching combined with the use of various instructional (or communication) media.

The experience of the UNRWA/Unesco Institute of Education in in-service teacher training suggests that correspondence teaching methods combined with face-to-face teaching is more effective than the use of any one of these methods alone. The basic idea of the Institute's approach is that the channels of communication available should complement each other and thereby maximize the impact of the instructional programme.

Reasons for Using Correspondence Methods

The great advantage of using communication media in large-scale instructional programmes is that information provided by a few experts can be channelled to the masses. Moreover, information provided through such media can, in most instances, readily be kept up-to-date. Another advantage inherent in the use of correspondence methods is that, in comparison with traditional face-to-face teaching, most of these methods are cheap.

With the small number of educational experts and tutorial staff available to its large-scale in-service teacher-training programme, the Institute of Education was not able, through traditional face-to-face instruction, to deal thoroughly enough with the theoretical and practical aspects of teaching and learning. It was therefore anticipated that the solution to this problem could be found in the correspondence methods.

However, most of the communication media applied in correspondence teaching are,by definition, impersonal one-way channels. To remedy the impersonality of one-way communicated instruction the UNRWA/Unesco Institute of Education realized from the beginning that face-to-face methods must form an integral part of its in-service teacher-training programme.

DESCRIPTION OF THE INSTITUTE's MULTI-MEDIA APPROACH

The Institute of Education divides its instructional approach into two major interacting components, defined as indirect and direct methods, comprising the following:

> "... The multi-media approach ... depends on the integration of various educational media into one organic whole within the framework of systematic in-service courses with adequate provision for follow-up action throughout the duration of each course. In the multi-media approach, indirect methods comprising auto-instructional assignments, audio visual media including closed circuit television and reference materials are combined with direct methods of weekly seminars, tutorial guidance and practical training carried out by field tutors and subject supervisors in the five Fields. The range of direct methods is complemented by action research projects and intensive summer courses, which are normally held in UNRWA teacher education centres on a residential basis." x)

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x) UNRWA/Unesco Dept. of Ed., Recent Developments: 1975-1977 (Beirut, 1977) p. 27

The importance of integration of the media applied in the instructional model is emphasized in this quotation:

> "It must be stressed that the cornerstone of this approach (multi-media) is a judicious *integration* of the media that have been selected for a particular training programme with reference to the objectives of that programme; and by integration is meant not a mere additive or collective use of the chosen media, but their dovetailing into one another - if this is an appropriate metaphor - in such a manner that the use of a particular medium reinforces the effects of some other medium or media, but always in relation to both the general objectives of the training programme and the specific objectives of each of the media used." x)

The latter quotation emphasizes the flexibility of the model and its adaptability to a variety of different educational programmes. In fact, the multi-media approach has been successfully transferred to a number of other Arab countries in which there was a need for in-service teacher training. This has been carried out under the supervision of the Extension Service Division under the UNRWA/Unesco Institute of Education (see also page 123).

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x) Edward Pires, The Origin and Early Development of Extension Services, in Samira Khoury (ed.), *Teacher-Student* (Beirut: UNRWA/Unesco Institute of Education, 1975), p. 76.

Below is a diagrammatic presentation of the Institute's multi-media approach, shown with its two major components of direct and indirect methods of instruction. The arrows symbolize the integration of these components.

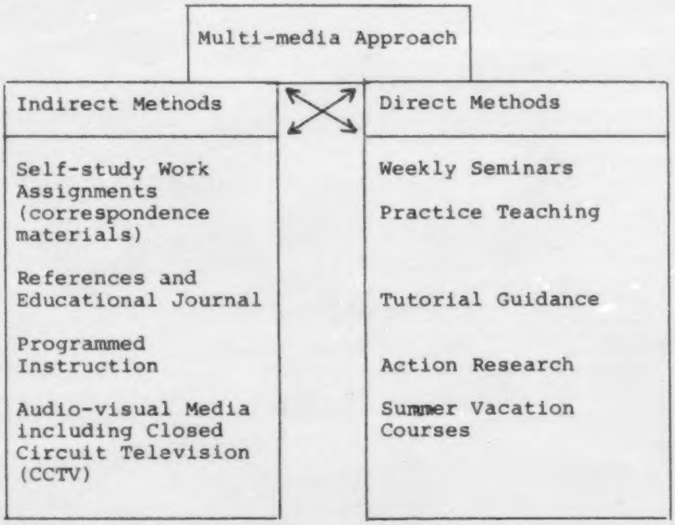
Multi-media Approach
Indirect Methods
Direct Methods
Self-study Work Assignments (correspondence materials)
References and Educational Journal
Programmed Instruction
Audio-visual Media including Closed Circuit Television (CCTV)
Weekly Seminars
Practice Teaching
Tutorial Guidance
Action Research
Summer Vacation Courses

Figure 12 The Multi-media Approach

In the following only the most important methods applied in the multi-media approach are explained. (Programmed instruction was never implemented on any wide scale and has now, as far as we are aware, been entirely abandoned. Tutorial guidance has already been described elsewhere in this report, reference is thus made especially to the chapter (6) on the UNRWA/Unesco supervisory system for information on this direct method. Assessment of practice teaching was also described in chapter 6).

INDIRECT METHODS

The Indirect Methods comprise printed materials and audio-visual media. The most important component of the indirect methods is the self-study work assignment. This essential means of instruction is explained in the following, particularly with a view to its applicability to other situations where implementation of intensive in-service teacher training involving correspondence methods is considered.

The Printed Materials. The Self-study Work Assignment

Self-study Work Assignments (or "assignments") are self-explanatory booklets, especially prepared for the UNRWA/ Unesco in-service teacher-training courses. There is normally one work assignment available for each, or every other course seminar (direct method). The teachers in training are assigned to study on their own the booklet (hence the name "assignment") prior to their attendance at a seminar.

An assignment provides the minimum essential theoretical information needed for a particular subject, together with suggestions for appropriate ways of teaching the subject matter, treated in the assignment, to a specific group of school children (depending on the type of course, e.g. for elementary or preparatory school teachers). The self-study assignments are thus, to a certain degree, replacing the more elaborate textbooks being used in regular, full-time pre-service teacher training. In this context, it is important to remember that the participants in in-service training courses are practising teachers, and their participation in a training programme is an addition to their normal working load. Hence, most teachers cannot spare the time required for the study of lengthy books. Two major assets of the self-study assignment are thus that it is brief and directly related to the practical teaching of children. Another factor that should be pointed out in this context is that the textbooks, which are used in pre-service teacher training, are written with an inexperienced target group of college youth in mind. Such textbooks are therefore not of direct relevance to the mature experienced teachers. In general, the use of college textbooks should, for the reasons pointed out in the foregoing, be avoided in in-service teacher training.

The length of an assignment is usually not more than 20 pages, often shorter. Sometimes an assignment takes the form of a working paper of only two or three pages, providing suggestions for various learning activities, or items to be discussed at a seminar.

Contents of an Assignment

The "model" assignment contains 1) introduction (stating the objective(s) and introducing subject matter of the assignment), 2) essential theoretical information, 3) learning activities for the trainees, 4) suggestions for/ instructions in ways of teaching the subject matter of the assignment to a particular learning group, 5) items for group discussions (at seminars), 6) questions to the teacher trainee providing an opportunity for the trainee to evaluate her/his own understanding of subject matter, and 7) suggestions for further reading.

Distribution

The assignments (and other instructional materials) are distributed from Headquarters (Amman office) to the Fields by an efficient courier service operated by UNRWA. In most correspondence teaching, self-study materials are distributed through postal services, but the fact that UNRWA operates across international borders and military demarcation lines, and in areas of continuous disturbances, made it from the beginning of the in-service training programme inpractical, or even impossible, to rely on the ordinary postal service systems. Consequently, the Agency established its own courier system.

An assignment is normally given to the trainees at the seminar prior to the one in which it is to be used, thereby providing sufficient time for the trainees to prepare for the next seminar.

The self-study assignment is the "pivotal" means of instruction in the approach to in-service teacher training developed by the Institute of Education. It is, therefore, essential that the assignments (and other instructional materials for self-study) be given to the trainees on time.

Unfortunately, distribution of self-study materials seems to be the weak link in many correspondence programmes. Delays in the distribution of such materials have also occasionally troubled the UNRWA/Unesco in-service training programme. It is self-evident that delays in the distribution of assignments can seriously curtail the learning outcomes of a seminar if the assignments are given to the trainees at the same seminar in which they are supposed to be used, or, even worse, after the day of the seminar. Such delays may, for example, be caused by disturbances in the distribution process, or because the assignment was not finalized on time.

Obviously, the above observations lead to the generalization that all self-study materials for a correspondence teaching programme must be available on time; pre ferably, the entire programme, including all assignments for self-study, should be finalized before the training programme is actually implemented. This may not, however, be possible in the emergency situation (e.g. a refugee situation in which thousands of school age children are being taught by unqualified teachers who, therefore, need immediate in-service training). In the case of emergency, it is important that the amount and length of printed instructional materials, and the techniques involved in producing them, be limited to a minimum, thereby making it possible for the staff responsible for the production of the self-study materials (writers, lay-out, and printing staff) to finalize the materials parallel with the actual implementation of the course. In short, in the emergency training programme in which large numbers of unqualified teachers must be given immediate training and guidance in the form of in-service training involving correspondence teaching, the necessary printed materials should be limited and uncomplicated to produce and distribute in order to ensure that all materials are available to the trainees on time.

Production: Writing and Printing of Instructional Materials

Over the years, the UNRWA/Unesco in-service training programme has often been troubled with difficulties such as those referred to in the foregoing. Reasons for delays in the distribution of assignments have, for example, been the inability on the part of writers and the production unit to keep up with the dead-lines for the finalization of instructional materials to be used in ongoing courses, sometimes because aspirations have been too ambitious (in terms of the requirements for the academic level and the format of self-study assignments). According to our interviews with the staff members attached to the in-service teacher-training programme, most of these difficulties have now been overcome.

The academic level of the early assignments, produced by the Institute of Education, was often too high, and the contents of these materials were, in some instances, incomprehensible to both course tutors and trainees. In general, these early assignments were written by highly specialized faculty members of Middle East universities who had no direct experience in or knowledge of the teaching of children.

Apart from these limitations, the ad hoc hiring of external writers of self-study assignments was too expensive. Another limitation was that the assignment writers hired by the Institute of Education had difficulty keeping the dead-lines, since the writing of these materials were additions to their normal working load.

The policy of having specialized university lecturers prepare self-study assignments for the Institute's in-service training programme was thus discontinued. Most of the more recent assignments are prepared by practitioners of child education, or by professionals possessing expert knowledge of child education and psychology in addition to their specialization in a school subject. Most of these assignments are prepared by staff members of the UNRWA/Unesco Department of Education, either Unesco experts or locally recruited expert staff.

All printed instructional materials developed by the Institute are subject to continuous revision. The format of most of these materials makes such revisions rather easy (quite often the materials occur in the form of mimeographed study papers).

Teams of specialists are responsible for the outline and final approval of work assignments. Such a team comprises the Unesco expert (concerned with the subject matter treated in the assignment), various educators attached to the in-service training programme, an audio-visual expert staff member, and a member of the correspondence education section (see the organizational chart page 98). Assignment editors are also involved in the production of work assignments.

Teachers undergoing training with the UNRWA/Unesco in-service training programme have occasionally complained about the poor printing quality of the self-study assignments. In this respect, considerable improvement was achieved when the Institute purchased a simple offset printing machine. However, further improvements of the printing process could still be achieved.

A clean and legible print, no doubt, has a particular positive motivational effect on the learner that should not be overlooked. This is especially true in the case of correspondence education which, by definition, to a large extent depends on printed materials.

Recommendations for Keeping Production and Distribution Costs Low

Based on the study of the UNRWA/Unesco experience in the use of printed materials in correspondence education, the following basic prerequisites for keeping production expenses low can be identified:

1) It is important that the entire production process of printed instructional materials be carried out within the organization or agency responsible for the programme.

2) Apart from the professional limitations inherent with the use of instructional materials which are not specifically prepared for use in intensive in-service training of unqualified (refugee) teachers, the purchase of such materials (books, magazines, programmed materials, etc.) are likely to exceed the budgetary limitations of such programmes. Similarly, expenses are bound to be high if external writers are hired. To the extent possible, therefore, all instructional materials should be written by professionals already appointed to the agency which is running the programme.

3) It is equally important that a technical production unit be set up within the agency itself. This unit should be equipped with typewriters, mimeographing and/or simple offset printing machines. The printing quality produced by expensive offset and book printing procedures is unnecessary. Such printing processes should therefore be avoided.

In the production of printed materials for self-study it is important that some basic aesthetic rules be followed: the print must be legible, there should be no fingerprints or other smudges on the paper. Illustrations should be simple line drawings, and toned illustrations such as photographs should be avoided because of the expenses and the complicated techniques involved in the printing of such illustrations.

4) Depending on the geographical and political complexity of the area in which a specific correspondence programme is planned to be implemented, decisions must be made beforehand as to which means of distribution are best suited to the prevailing circumstances. In distributing printed materials, such as the UNRWA/Unesco type of self-study work assignments under circumstances which are comparable to the UNRWA operation, it may be worthwhile to consider the establishment of a separate distribution network independent of the ordinary postal services. It may even be cheaper to depend on a separate distribution and transportation network, such as the UNRWA courier service, than to use other facilities, since such means can be used for both distribution of materials and transportation of personnel attached to the correspondence programme (supervisors, administrators, course tutors, etc.).

The logistics of the UNRWA distribution system may therefore be of value in other refugee situations in which the implementation of correspondence education is considered, provided the cost and efficiency of such a system are reasonable as compared with distribution and transportation by existing means.

Other Printed Materials: References and Educational Journal

The References are professional books and magazines dealing with child psychology, educational theory and methodology, and various school subjects. These materials are stored at the course centres (EDCs or schools used for the training programme) as reference libraries for the trainees and course tutors.

Unfortunately, the availability of reference materials in Arabic is limited. Thus, the libraries (especially at the EDCs) are to a large extent comprised of English books and magazines. Evidently, many of the English reference materials are of limited value to many trainees because of language difficulties. These materials may, however, be more useful to the tutoring staff in their preparation of seminars, since many of these staff members are capable of reading professional literature in English.

The Educational Journal should be considered an important aspect of the multi-media approach to in-service teacher training. Any educator (supervisor, Field Education

Officer, teacher, Unesco expert, etc.) attached to the in-service programme can freely contribute to the Journal.

The Journal is essentially a medium for "participatory communication". The participatory aspect is emphasized by the title of the Journal: TEACHER⇄STUDENT (or STUDENT⇄TEACHER), in which the two counter-running arrows symbolize the dialogue or "participatory communication" between the parts involved in the training process.

The Journal is irregularly issued, usually only once a year. The origin of the Journal was a monthly newsletter. Considering the importance of such a medium, it would be worthwhile to reconsider the issuing of a periodical newsletter, while maintaining the yearly, more comprehensive Educational Journal.

Articles appearing in the Journal deal, for example, with new methods of teaching a particular learning sequence in Arabic, developed by a practising teacher, discussions of children's learning in relation to the refugee camp environment, etc..

Because of the possibility of establishing and maintaining a participatory, professional dialogue directly related to practical teaching through Newsletters, it is strongly recommended that this communication medium be included in any multi-media in-service teacher-training programme (or other adult education programme).

Audio-visual Media

Having been created in the 1960s when much educational innovation was deeply influenced by Behaviourism and the rapid technological development, notably in communication technology, it is not surprising that the UNRWA/ Unesco Institute of Education - itself being an innovative venture in adult education - placed heavy emphasis on the use of sophisticated educational "hardware".

As mentioned earlier, the Institute's production of video-taped instructional programmes is based on the availability of closed circuit television (CCTV) equipment and a permanent studio. These complicated and inflexible production techniques are, however, not suited for operation under unstable circumstances. Since the beginning of the disturbances in Lebanon in 1975, three movements between Beirut and Amman have seriously affected the Institute's production of television programmes. It has not yet been possible to reinstall the CCTV equipment in the Amman Headquarters, and the equipment is therefore still in boxes. If obtainable, it is estimated by the Institute that it will take a year to reestablish the studio facilities for CCTV production.

There is little doubt that television can be a powerful educational tool. However, in educational programmes operating under unstable circumstances, the production of video-taped instructional programmes should be uncomplicated and equipment should be portable and readily available, if application on any wide scale is to be expected, and if the concept of self-produced programmes is to be maintained.(We strongly support this concept since most ready-made commercial programmes are not suited to education in refugee environments).

Another example of educational technology applied in the Institute's approach is the recently established language laboratories in the EDCs in Gaza an Amman. It is, however, still to early to appreciate the impact on the teacher trainees' proficiencies in English language produced by this equipment, and hence, the impact on the teaching of English in the UNRWA/Unesco schools.

Local Production of Simple Media

These media include simple graphics (e.g. flash-cards and wall charts) and various self-made educational equipment. In-service courses related to local media production will, according to the Unesco expert on A-V media, be expanded in the future. The adoption of such training programmes by others involved in refugee education should be strongly encouraged.

DIRECT METHODS

In the following, the most important aspects of the direct methods of the multi-media approach are described. Assessment of practice teaching and various types of tutorial guidance have been explained earlier (in the chapters dealing with school education and supervision) and will not be separately described in this section.

Seminars

The seminars are held in centrally placed course centres (EDCs or schools used for course centres) either late in the afternoons or on Fridays when children are off from school. Thus, the participation in seminars is an addition to the teacher's weekly working load.

In general, no special compensation or reduction in teaching load is granted to the teacher in training. (If there is a serious shortage of trained teachers in a school education programme, which will almost inevitably be the case in the emergency situation, there is no possibility of releasing the teachers for training; but in the more settled situation, teachers ought to be granted compensations in teaching loads during periods of participation in in-service training. Such compensations should, therefore, be a built-in part of any permanent in-service training programme). If needed, modest allowances are, however, paid to teachers in training to cover travel expenses and overnight accomodation. In connection with participation in some of the longer courses (basic and specialization courses) small increments in pay are granted during the training period to remunerate the teacher for her/his effort.x)

The seminar leaders are usually Subject Supervisors or Field Representatives, but lecturers from government educational institutions (e.g. teacher-training colleges) may also occasionally be hired as lecturers. A Field Representative is normally present at all seminars in order to evaluate the seminar and to report to Headquarters. Special forms are used for this evaluation.

A seminar may take the form of a workshop, but in many instances the method of instruction is the lecture-cum discussion. Most discussions and lectures are based on information provided through the self-study work assignment.

The video tapes produced by the CCTV unit and other audiovisual media are frequently applied in the seminar instruction.

The lesson plan described in the chapter on school education (see page 78) is also frequently applied in seminar instruction. Similar to classroom teaching cf children, the blackboard is often skillfully used in the seminars.

Normally, Practice teaching is directly related to the seminar instruction, i.e., knowledge and skill acquired by participation in seminars should be immediately applied in the teacher trainee's own teaching of school children. Follow-up in the form of guidance is systematically carried out by the Field Reprensentatives and other members of the supervisory staff (the problems of providing such professional guidance were discussed on page 79 and in chapter 6). Although immediate application may not always be practicable, the method of practice teaching is, none the less, aimed at being part and parcel of the direct instruction provided at the seminars and supported by the media, notably the printed work assignment.

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x) After having completed a long-term course, the teacher will be upgraded.

Action Research

The direct coherency between seminar instruction and practical application in the teaching of children is most apparent in the conduct of action research. As the name for this method implies, the action research component of the multi-media approach is directly related to practice and should be considered highly relevant.

The basic idea of the action research component is that the teacher in training should, as a part of the training programme, be involved in an innovative teaching/learning process. Within certain limitations, the teacher is required to develop a complete scheme for the research (which, in fact, is only a short-term experiment with a teaching method). This scheme should comprise objectives, activities and means of evaluation. Approval of the topic selected for the research and the scheme for its implementation must be obtained with the staff responsible for the conduct of the course prior to its initiation.

The topic for the research must be related to the subject of the course. In selection of the topic, the trainee cannot deviate from the school syllabus prescribed by the host country government. The action research is thus concentrated on methodological innovation and "curriculum enrichment".

Following the approval of the research topic and scheme, the teacher trainee carries out the project as an integral part of her/his normal teaching of children under the guidance of the course tutor. A final report on the results of the research project must be submitted to the staff responsible for the in-service training programme for assessment. This assessment is a part of the final procedure for certification of the teacher trainee.

Summer Vacation Courses

The summer courses are parts of the training courses. They are usually of two weeks' duration. In the summer courses the topics of the self-study work assignments and seminars are dealt with in more depth.

Summer courses comprise subject matter such as child psychology, lesson planning and methodology, and/or areas of special interest, for example, the teaching of art to elementary school children, production of "improvised" media for biology teaching, etc..

The methods applied in the summer courses usually take the form of workshops, lecture-cum-discussion, and demonstration lessons (i.e., a teacher, supervisor or other educators demonstrate the teaching of a specific subject to a group of invited children; the demonstration lesson may be followed by discussion). Demonstration lessons are also frequently used in the seminars). In subjects such as art, handicraft or simple media production, the summer courses may be concluded by exhibitions.

Certification of Trainees

Procedures for certification include evaluation of

- participation in the seminars ("quality" of participation, and attendance),
- periodic tests,
- practice teaching (classroom performance),
- action research project,
- participation in summer vacation courses, and
- end-of-year examinations [x)]

PLANNING OF IN-SERVICE TEACHER-TRAINING COURSES

It has always been a general requirement with the Institute of Education that all planning of courses should be finalized before the actual training begins.

The "model" framework for the planning of seminars and summer vacation courses comprises: (a) overall objectives, (b) specific objectives, (c) activities, (d) evaluation procedures, and (e) lists of audio-visual media, equipment, tools and materials needed for the training.

[x)] UNRWA/Unesco Dept. of Ed., Institute of Education, Present Situation and Prospects after 1978, p. 7. Unpublished.

The systematic planning of the sequence of seminars is often done in schematic form as shown below:

Sem. no.	Date	Topic/Activities	Assignment	Equipment and Materials
		(Lesson plan for the seminar, brief descriptions of major activities)	(Code no. and title of the work assignment related to the topic of the seminar) x)	(Audio-visual media, tools, etc. needed for the seminar)

EXTENSION SERVICES xx)

The plan for this research did not directly include the study of the assistance provided by the Institute of Education through its Extension Service Unit to the governments of the host countries and other Arab states in their efforts to implement in-service training for educational personnel.

Nevertheless, the experiences of the Extension Service Unit will be briefly described in this section because these experiences support the conception that it is possible (and recommendable) to apply the Institute's in-service training approach (i.e., the Integrated Multimedia Approach, IMMA) to other large-scale educational

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x) There need not necessarily be a work assignment available for each seminar. In some instances, one assignment is used for two consecutive seminars.

xx) Information in this section is mainly based on the following documentation: S.Khoury (ed.), Teacher-Student (Beirut: UNRWA/Unesco of Education, 1975) UNRWA/Unesco Department of Education, Institute of Education: Present Situation and Prospects after 1978 (1978), unpublished, Recent Developments: 1975-1977 (Beirut, Amman).

undertakings in which there is a high demand for the training of un- or underqualified but serving teachers.

The following statement made by the Commissioner-General of UNRWA supports the relevancy of the idea of applying the Institute's IMMA in other situations:

> "The merits of the Institute's approach to in-service professional training of teachers immediately strike anyone with experience of the problems of education systems in developing countries. I came to UNRWA (as Deputy Commissioner-General in the first instance) from a newly independent country (Mauritius) with a rapidly increasing school population and a commitment to universal primary education. The resulting demand for teachers had led to the curtailment of the pre-service training course from two years to one year and there were already many teachers without full professional training or badly in need of a refresher course. Here in UNRWA I found an Institute practising effective methods of in-service training without removing teachers from their schools and so aggravating the problem of shortage of teachers."[x)]

The governments of the host countries of the UNRWA operations became acquainted with the Institute's in-service training programmes from the beginning of the Institute's operations in 1964 through their assistance in the preparation of instructional materials and in the conduct of seminars.

From the beginning of the 1970s, however, the direction of assistance was gradually reversed. Towards the end of 1970, the Jordan Government decided to implement a programme modelled on the Institute's approach to in-service training, with financial assistance from Unicef. The staff, selected for the new "Jordan Certification and In-service Teacher Training Institute", was trained at the UNRWA/Unesco Institute of Education in a special intensive training programme.

In 1971, the United Nations Development Programme (UNDP) considered the Institute's operations, notably the extension services, to be a developmental project. To enable the Institute to continue, and even to expand, both its educational services to UNRWA teachers and the extension services, UNDP, Unesco and Unicef decided to support the establishment of a special Extension Service Unit under the Institute of Education, with UNDP as the financing agency as from July 1, 1972. The overall

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x) J. Rennie, Commissioner-General of UNRWA, Inter-Agency and Technical Assistance Aspects of the Institute of Education. In S. Khoury (ed.), op.cit. p. 3.

objective of this unit was to provide assistance to Arab countries in their planning and implementation of educational in-service training programmes at the request of their governments.

The assistance rendered by the Extension Service Unit to the establishment of the Jordan Institute was soon followed by requests from other Arab countries for similar assistance. Until the Extension Service programme was discontinued as a separately operating unit in 1979/8o, seven Arab countries had adopted the IMMA in full. These countries are Bahrain, Iraq, Jordan, Sudan, Syria, North Yemen and South Yemen. Three other countries, Kuwait, Lebanon and Oman, have adopted the principles of the IMMA, and have received assistance on a more limited scale. Since 1976, all other Arab countries have been provided with samples of training programmes, instructional materials and evaluation tools.

In connection with the Extension Service programme, conferences have occasionally been held at the Institute's Headquarters. Fifteen Arab countries have participated in such conferences over the years of the Extension Service operation.

In Bahrain, Iraq, Oman and Sudan, the projects have comprised in-service training for key educational personnel (e.g. head teachers and educational supervisory staff) and training for social workers.

It has been the express policy of the Extension Service Unit not to interfere with the formulation of educational objectives and contents of the various educational undertakings to which the Unit has provided assistance. The extension services have thus been provided only in the form of transfer of techniques and logistics which could be flexibly adapted to the objectives and contents of each educational programme.

The scope and general policy of the Extension Service programme are summed up in the following quotation:

> "The states that have adopted the Institute's approach, either wholly or partially, are developing a variety of programmes which may be broadly classified as follows:
>
> 1. Basic training courses for unqualified teachers in service. Such courses are now operating in Jordan, the Sudan, Bahrain, Oman and the Yemen Arab Republic.
>
> 2. Refresher courses for qualified or underqualified teachers. These are operating in Syria and Iraq.

> 3. Special courses for school principals, school supervisors, and teacher educators. Such courses have been organized in Jordan, Oman, The Sudan, the two Yemens and Iraq.
>
> While the first category of courses generally extends over a period of two years and the second covers one year, there is a variety of organizational patterns for the third type including the "sandwich" arrangement in which a year of guided practical activities or experimental projects is sandwiched between two periods of intensive study generally organized during the vacations. The first sandwich course to be organized was the course for elementary teacher training instructors in the Sudan. At the time of writing, the Yemen Arab Republic is thinking of organizing a "double sandwich" course for teachers in remote areas which will consist of three vacation courses with two intervening years of directed studies and activities.
>
> In preparing their curricula for these various programmes, the different states have rightly attempted to gear their courses to their own particular needs, conditions and educational policies with the result that the curricular frameworks as well as the course contents vary from state to state." x)

We do not know what future plans have been made for the continuation of the Extension Services. Possibly, the UNRWA/Unesco Department of Education will continue to provide assistance to Arab governments, but on a more limited consultative basis. It would be desirable if a programme, similar to the Institute's Extension Services, could be established under the auspices of the Unesco Regional Office for the Middle East.

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x) E. Pires, The Origin and Early Development of Extension Services. In S. Khoury (ed.), op.cit. p. 75.

CHAPTER 8

RECAPITULATION, CONCLUSIONS AND RECOMMENDATIONS

This chapter summarizes the major themes of the report and makes a series of general recommendations especially related to the planning and implementation of large-scale educational programmes in newly established refugee camps. The more specific commentaries and recommendations can be found in the respective chapters.

Objectives and Scope of the Research

The operational objective of the research has been two-fold: (a) to analyse the UNRWA/Unesco Educational System, and (b) to focus on those educational techniques, especially in the field of intensive in-service training, which may usefully be applied in other situations in which there is a demand for large-scale education of refugees, or in situations of a similar urgency.

The research and the resulting report have been focused mainly on the coherency between universal school education (on elementary and preparatory levels), school supervision and in-service teacher training.

Pre-service teacher training and vocational training have been only incidentally discussed in this report. However, the subject of UNRWA/Unesco's provision for individual vocational training programmes was studied in depth at the two UNRWA/Unesco teacher/vocational training centres at Ramallah in the Jordan West Bank (with the special emphasis laid on pre-service teacher training). This study is described in a separate report.

The Refugee Population

More than 1,800,000 refugees are at present registered with UNRWA. Approximately 600,000 refugees live in camps.

A striking feature of the refugee population is its high proportion of children and youth. The age group below 20 years of age amount to well over 50 per cent of the total refugee population. This high proportion of children and youth has important implications for educational demands and for the supply and demand of resources.

The Educational Programme

The UNRWA/Unesco Department of Education provides educational services for Palestinian refugees in five Fields of Operation.

While UNRWA administers and finances the educational programme, the technical (or professional) aspects are the responsibility of Unesco. The Unesco services are mainly provided through a number of educational experts on loan to UNRWA.

The UNRWA/Unesco Educational System comprises elementary and preparatory (lower secondary) school, vocational and technical training, and pre- and in-service teacher training. In addition, UNRWA subsidizes young refugees eligible for upper secondary education at government or private schools. A limited number of university scholarships are awarded to "outstanding" students (see also figure 3).

The educational system does not provide preschool education, nor remedial or special education programmes for pupils with learning difficulties. Considering the need for such education, which is pertinent to any comprehensive educational programme, it would be desirable if the inclusion of such educational programmes could be considered in the future plans for the UNRWA/ Unesco educational programme.

School Education

In spite of serious limitations, notably of a financial and political nature, the refugee pupils are provided with an educational standard that enables them to proceed in the upper secondary schools of the host countries and to sit for secondary school examinations. Secondary school leaving certificates are serving as entrance requirements to technical and pre-service teacher training institutions.

One of the major achievements of the UNRWA/Unesco school education programme has been the attainment of equal educational opportunity for girls and boys (as measured by enrolment statistics, see table 7 page 52).

Although the UNRWA/Unesco school education system has adopted the curricula prescribed by governments of the various host countries, there is a remarkable similarity throughout the UNRWA/Unesco schools in teaching methods and lesson planning. This is partly a reflection of the administrative centralization of the UNRWA/Unesco educational operations, but it is also a direct result of the teacher training policy advocated by the Agency's Department of Education. The practical application of instructional methods and lesson planning are continuously guided and evaluated by head teachers and various members of the supervisory staff (see chapter 6).

The classroom instruction is dominated by class teaching and a "talk-and-chalk" type of instruction. In general, the teachers were able to arouse a high level of interest in the subject matter in the classroom by these teaching methods. Hence, in general, it is recommended that the use of learning aids in classroom teaching should be related to "blackboard-teaching" with which the practising teacher is most familiar. (See also the discussion of this issue on pages 71-73).

"Learning by discovery", group activities or individualized instruction are not practicable, in the true sense of those terms, in UNRWA schools due to the overcrowdedness and the physical conditions of the classrooms which make them unfit for such teaching/learning activities.

The maintenance of the buildings, classrooms and other physical facilities varies from one school to another. There is little doubt that the appearance of the physical learning environment has a marked psychological effect on the pupils' attitude towards learning. Overcrowding and double-shifting account, to a large extent, for the dissatisfactory maintenance of some schools (this is true especially of the city schools). While allocation of more adequate funds certainly would provide a basis for the improvement of this situation, there are, none the less, examples of lively and productive learning environments which are brought about by the enthusiasm displayed by the teaching staff. In this context, the head teacher's attitude seems to be of decisive significance. These observations have important implications for teacher training, especially in-service teacher training.

Parental Participation

Motivation for education is high among refugee children and youth, and parental expectations are equally high. This high motivation is an indication of the refugees' realistic view that skill and knowledge obtained through education are the only resource that refugee youth can offer in the labour market in order to become self-supporting.

Parental association with the school is mostly of a formal nature (see pages 8o-82).Considering the importance of a "de-formalized" pupil-parent-teacher co-operation it is recommended that steps be taken to encourage the establishment of such associations where-ever possible.

The issue of parental association with the school should form an important part of the in-service teacher-training programme.

The Supervisory System

In chapter 6 the organization of the supervisory system was identified as a key to the efficiency of the UNRWA/Unesco educational operation (with regard to school education and in-service teacher training). It was directly suggested that the merits of the UNRWA/Unesco supervisory system warrant considerations for a possible transfer to other refugee settings. (In recommending supervisory procedures to others we would prefer the term "key staff" to "supervisory staff", since the former emphasizes the central importance of such staff roles without some of the authoritarian connotations which are often ascribed to the term "supervision").

The UNRWA/Unesco supervisory system comprises (1) Elementary School Supervisors, (2) Subject (or School) Supervisors who, in addition to their supervisory duties, act as instructors at in-service teacher-training courses, and (3) Field Representatives who are field based representatives of the UNRWA/Unesco in-service teacher-training programme.

The functions of the Supervisors and Field Representatives are indispensable to the organization and conduct of the Agency's in-service teacher-training courses. Owing mainly to these functions the coherency between school education and in-service teacher training is ensured.

Although some opportunity for follow-up training of supervisory staff is provided by the UNRWA/Unesco Department of Education, we recommend that more regular in-service training programmes for such staff be established (see chapter 6).

Educational Planning

Policy-making, planning, and administration in the UNRWA/Unesco educational system are highly centralized processes. This pattern may, however, be significantly changed in the coming two years (1980-82). In a memorandum, issued in February 1980, the Director of Education requested that biennial work-plans should be prepared for all levels of education and further training. The objective of this memorandum is to decentralize the planning and decision-making processes by delegating responsibility to the various administrative levels of the UNRWA/Unesco educational system. (See chapter 4). It is hoped that decentralization will encourage local initiatives and direct participation.

The Director's initiative is a good example of overall educational planning, or a "systems approach" to educational planning, which should be of interest to others involved in educational planning.

The Development of the In-service Training Programme

The UNRWA/Unesco Institute of Education was established in 1964 for the purpose of providing in-service training to UNRWA's underqualified elementary and preparatory school teachers. In the early 1960s, approximately 90 per cent of UNRWA's serving teachers (i.e., more than 4,000 teachers) were considered underqualified (see chapter 7).

Within a comparatively short span of years the Institute of Education had accomplished its original objective, and the emphasis in the training programme shiftet from "emergency" training to regular follow-up training for fully qualified educational staff (including head teachers and, to a certain extent, supervisory staff).

The Multi-media Approach

The Institute centred its approach to in-service training on media-communicated instruction ("indirect methods") in the form of correspondence education. The use of media was, however, from the beginning combined with face-to-face teaching which should remedy the impersonality of the one-way communicated media instruction and reinforce the trainees' understanding of subject matter provided through the media.

Most important of the media, applied in the Institute's approach, is the self-study work assignment. We recommend that this type of medium, used along the lines developed by the Institute (see pages 113-116), should form the pivotal tool in any intensive training programme for un- or underqualified serving teachers or other educational personnel (e.g. in connection with emergency education for refugees).

One advantage of the self-study assignment is the possibility of keeping production and distribution costs low. In this context, special reference is made to the recommendations set forth on page 116.

The Institute has from the beginning attached great importance to the use of high-cost television equipment. However, in considering the circumstances under which UNRWA operates, further emphasis on the local production of simple audio-visual teaching/learning media should be encouraged.

The central component of the direct methods of the Institute's Multi-media Approach is the tutorial guidance. This guidance is provided through seminar instruction, summer sessions, and practice teaching. The latter comprises observation of the teacher trainee's classroom performance followed by a critical discussion.

Although the guidance and follow-up of trainees may, in the view of some educators, be too strict, it is, none the less, an efficient way of ensuring that knowledge and skill obtained through seminar participation are applied in the practical teaching of children.

Timing the Implementation of In-service Teacher Training to the Needs of School Education

Among the educators interviewed the consensus was that an early implementation of the in-service training programme for un- and underqualified teachers would have been beneficial to the Agency's school education system. In fact, it was suggested that the in-service training programme might have been initiated simultaneously with the implementation of the school education programme (i.e., in the early 1950s).

The reasons that the Institute's in-service teacher training programme was not implemented earlier are mainly due to financial shortages and, more indirectly to the limited capacity of the instructional techniques available in the 1950s.

With the availability of low-cost teaching/learning media, we thus recommend that an intensive teacher-training programme should be implemented parallel with the implementation of a school education programme in educational undertakings of a scope and nature comparable with the UNRWA/Unesco programme.

The Possibility of Transfer of Educational Techniques

In this report frequent reference has been made to the possibility of applying the UNRWA/Unesco experiences in other situations where there are similar demands for the implementation of large-scale educational projects. The transferability of educational methods has been mentioned especially in connection with the UNRWA/Unesco in-service teacher-training approach. At this point it must be reiterated, however, that only *techniques* and *logistics* might be transferable from one situation to another provided the proper modifications are made to adapt these techniques and logistics to the circumstances of the settings to which the transfer is made. This statement is directly based on the experiences of the Extension Service Unit of the Institute of Education referred to in chapter 7.

In the experiences of the Extension Service Unit the basic prerequisite for transfer of educational techniques to other environments (e.g. rural districts in Sudan) is that the educational objectives and study contents of the programme must be decided by the national authorities prior to any attempt at applying the Institute's approach to the programme. Hence, qualitative educational decisions must be the sole concern of the national authorities, and the application of the Institute's Multi-media Approach must necessarily be adjusted to the local needs as laid down in the educational objectives.

Some General Recommendations and Suggestions

This section outlines some basic prerequisites for and problems of the planning of educational programmes for refugees. Since the observations are based on the UNRWA/ Unesco experience they may not be entirely relevant in all situations.

The recommendations and suggestions provided here are centred on the planning and implementation of large-scale educational programmes in the emergency camp environment. They are mainly based on the historical evidence which we obtained through documentary materials and interviews with educators and various officials who have served in the Palestinian refugee communities since 1948. These observations are thus considered of special interest to educational planners concerned with the establishment of educational services in the emergency camp environment. x) The following points are envisaged:

1) In the planning of educational programmes for refugees (e.g. universal elementary education) consideration must be given to the adoption of the curricula prescribed by the government of the host country. The adoption of the host country curricula may be compulsory. The possibilities for the planners of adding subjects, specifically related to the refugees' cultural or political origins, to the adopted curricula may be limited or non-existent.

2) In the instance of non-compulsory adoption it would still be advisable to carefully consider the adjustment of the school and training programmes to the host country's educational practices. The main reasons for this recommendation are that thorough considerations should be given to the possibilities for the young refugees to further their education in schools, vocational training institutions and universities outside the refugee educational system, and to the improvement of the young refugees' chances of finding suitable employment in the local labour market.

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x) These recommendations and suggestions are all based on the assumption that provision for education and training for the refugees must, to a certain extent, be established separately and parallel with the host country's educational system to meet the need for large-scale education in the refugee community.

3) Acceptance by the host country's political authorities of the educational programmes for the refugees must be sought prior to any attempt at actually implementing the programmes. In this context, questions such as the following must be fully answered: To which extent should the programme planners and administrators expect interference from the host country's political authorities? Or, to which extent can technical (professional) independence be granted?

4) In the planning of educational programmes for the emergency camp populations the participation of external educational experts should be seriously considered. The number of experts and fields of expertise needed will, of course, vary greatly from one situation to another. Most of these educational experts should, however, be withdrawn from the operations in a later phase (i.e., if the refugee situation becomes more established).

5) From the beginning of the planning phase, key educational staff such as school supervisors, extension service workers (cf. Field Representatives of the UNRWA/Unesco Institute of Education) and various auxiliary staff should be recruited (preferably within the camp population) and directly involved in the planning and the following implementation phase. In the emergency camp environment the availability of formally qualified professionals for such posts is likely to be very limited. Thus, intensive training programmes for key educational staff should be provided from the outset of the planning phase. Training of key staff members should be given both in the form of short-term intensive courses prior to their actual involvement in the planning process, and regular follow-up in-service training courses.

6) With the very limited funds, usually allocated to refugee education, it will be necessary to decide on priorities. This requires a thorough analysis of the educational needs of the refugee community. Traditionally, elementary school education is likely to be given first priority. Second priority may be given to vocational training for youth. Pre-service (college) teacher training may be considered third on the list of priorities. However, a thorough analysis of the situation may reveal that it would be more relevant to consider the implementation of (low-cost) in-service training programmes for educational key staff, school teachers and vocational training instructors simultaneously with the implementation of school education and training programmes for children and youth and various nonformal adult education programmes.

7) Community "key persons" (e.g. political and religious leaders) and various organized or informal gatherings

within the camp community should be included as active and responsible participants in the planning and implementation processes. Among many other advantages, this policy may ensure the relevancy of the educational programmes and a more widespread acceptance of the programmes by the potential learning groups. (In the case of the emergency camps for Palestinian refugees such organization was often in existence from the beginning of camp life because many rural Palestinian communities tended to resettle as entire bodies in the host countries).

8) The existence of reasonably efficient communication systems is a basic prerequisite for the implementation of a correspondence (or multi-media) approach to education. To facilitate the distribution of instructional materials and for various transportation purposes it may be necessary for the operating agency to establish an independent courier service system.

9) In the planning of educational programmes for the emergency camp, the answers to the following questions are of crucial importance: How many trained teachers (or other educational personnel) are readily available in the refugee community? Are these teachers willing to participate both in the planning and administrative processes (as key educational staff members), and to perform practical classroom teaching (i.e., to actually implement the educational programmes)? Are the teachers willing to accept such duties even if they, in the beginning, can be paid only in kind? Or, will some of these teachers soon leave the camp schools to accept teaching posts in government schools in the host country or elsewhere?

1o) The recruitment procedures of "emergency teachers" may comprise such means as loud-speakers, bulletin board advertisements, interviews by joint committees, etc. Preferably, "emergency teachers" (an other educational staff) should be recruited within the refugee population. This may not always be possible, however, and teaching staff must then be recruited elsewhere, or be provided by the government of the host country. (The "emergency teacher" may be defined as any person who is able to read and write at least at the upper elementary school level. Similarly, the minimum acceptable level of knowledge and skill should be defined for "emergency vocational training instructors" and other educational personnel prior to the actual recruitment. It is essential that provision for in-service training of such educational personnel be started immediately after their recruitment).

11) Provision for continuing in-service training of teachers (and other educational personnel) should be an integral part of any educational system for refugees. Follow-up training is of especial importance in connection with training of "emergency teachers" since their initial training, due to the urgency of the situation, must be of a short duration and be limited to the most essential learning needs. It is necessary to continuously revise all instructional materials used in such training courses to ensure the adjustment of the study content to the changing circumstances under which an educational programme for refugees must operate.

12) Consideration must, of course, also be given to the availability of physical facilities such as classroom facilities, equipment, instructional materials, and other supplies. In this respect, the UNRWA/Unesco experiences comprise many useful lessons since these experiences range from emergency teaching under open sky to teacher or technical training on levels which are comparable to the levels of training in most established training programmes. In connection with emergency education reference is therefore made to the sections of this report that deal with the early phases of the development of the UNRWA/Unesco educational programmes.

A Final Word

None of the foregoing recommendations should be interpreted as recommendations for a policy of assimilation, but rather considered as possible ways for the refugees to become self-supporting through school education and further training. A useful term characterizing this policy might be "economical integration" as contrasted with "cultural integration" or "assimilation".

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